

# DEMOCRATIC SOURCEBOOK

## EDUCATION

Democratic Policy Committee  
Byron L. Dorgan, Chairman



October 2002

Dear Colleague,

As you know, Democrats have a long history of support for education and remain committed to improving our nation's public schools. Democrats have worked diligently to establish important education programs such as Head Start, Title I assistance for disadvantaged students, special education, and Pell grants. Democrats have fought hard to fund these and other initiatives designed to ensure that all Americans have access to the best possible education.

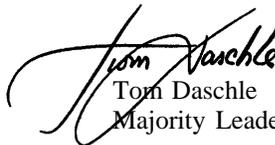
Unfortunately, the Bush Administration has provided inadequate resources for critical education programs. For Fiscal Year 2003, President Bush proposes the smallest increase for education in seven years — barely enough to cover inflation. Rather than make significant investments in education, the Administration's proposed budget includes a cut of \$90 million for the *No Child Left Behind Act*, which the President signed into law earlier this year. This means communities would have insufficient resources to implement the much-needed reforms envisioned in that landmark legislation.

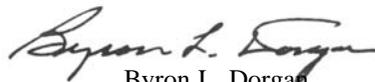
As part of a responsible budget plan, which balances fiscal restraint with investment in critical priorities, Democrats are committed to investing in education, providing increased resources so all students have access to high-quality teachers and innovative programs that inspire learning — investments that will benefit children and the nation for decades.

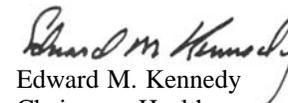
Despite our successes in education reform over the past few years, our continued support for education has never been more important. With soaring enrollments and a growing number of teacher retirements, our schools face increasing challenges. At the same time, Republicans continue to offer policies that would undermine public schools: a new tuition tax credit and a voucher demonstration grant program which would divert over \$4 billion over the next five years to private and parochial schools, diverting scarce resources away from public schools. Republicans have also proposed to eliminate many priority education programs.

The accompanying Sourcebook includes descriptions of existing federal education programs and the Democratic education agenda, and it outlines the Democratic record on education including important votes cast during the past two Congresses. We hope that you find the Sourcebook helpful and look forward to continuing to work with you in support of America's public schools.

Sincerely,

  
Tom Daschle  
Majority Leader

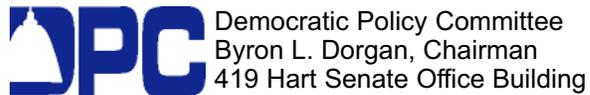
  
Byron L. Dorgan  
Chairman, DPC

  
Edward M. Kennedy  
Chairman, Health,  
Education, Labor and  
Pensions Committee

# A Democratic Sourcebook

## Education

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DEMOCRATIC POLICY COMMITTEE  
419 HART SENATE OFFICE BUILDING

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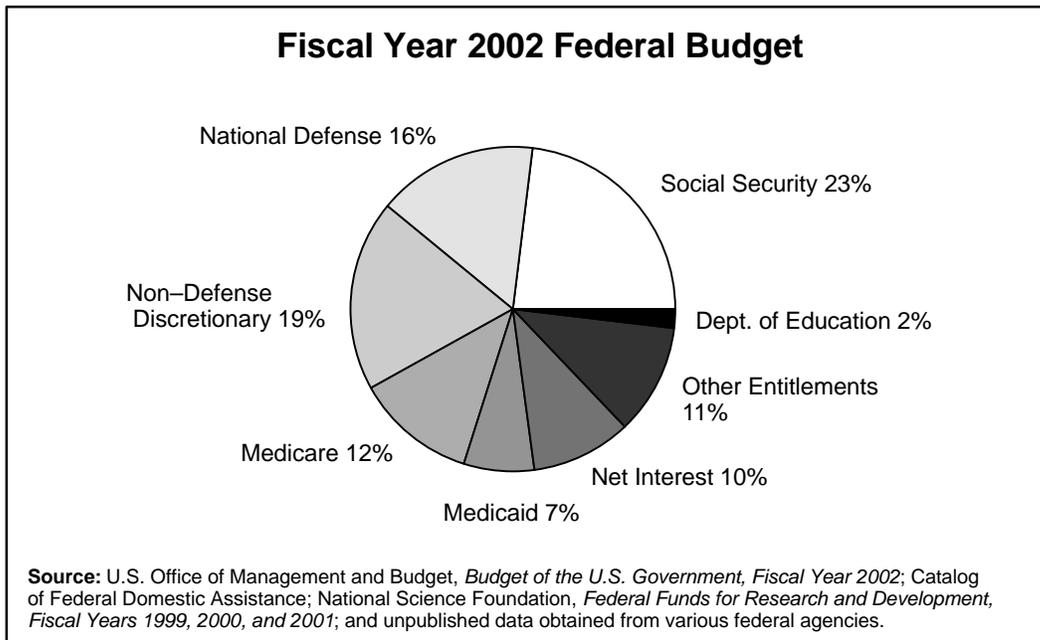
# 1

## Federal Role in Education — The Facts

### Overall Federal Support for Education

The United States spends an estimated \$732 billion on education each year, of which nearly 90 percent comes from state and local sources. The federal government provides about 10 percent of education funding. This 10 percent includes expenditures not only from the Department of Education (ED), but also from other federal agencies, such as the Department of Health and Human Services's (HHS) Head Start program and the Department of Agriculture's School Lunch program. The Department of Education alone funds only about six percent of total education spending across the country. The Department of Education's budget is about 2.5 percent of the federal government's \$2.1 trillion budget.

Although the federal investment in education is small compared to other federal spending, federal support remains critical to close the gap between minority and non-minority students. In order for states and schools to implement effective school improvements to meet this goal, they need a significant increased federal investment in education.



### Federal Role in Elementary and Secondary Education

The federal government has played a rapidly growing role in providing the resources necessary to prevent so many of our nation's school children from being left behind. The



federal government plays a second role in our nation's education effort that is less expensive but equally important – that role is as an innovator to help local school boards recognize emerging problems and opportunities in education, and to find new ways of using existing tax revenues more effectively in the classroom. These efforts not only help to prevent children from being left behind, they help make our schools better for all children.

State revenues make up 50 percent of school funding revenues, local and intermediate sources make up 43 percent, and the federal government contributes the remaining seven percent. While the federal contribution to public school funding is relatively small, the Department of Education's elementary and secondary education programs serve 15,000 local school districts and almost 50 million students attending 90,000 schools.

Some states depend more heavily on federal funds for education than other states. Connecticut, New Jersey and Minnesota receive less than five percent of their school funding from the federal government, while Alaska, Arizona, Mississippi, and New Mexico receive more than ten percent of their school funds from the federal government.<sup>1</sup>

Some districts are especially dependent on federal education aid. Federal funds account for more than 30 percent of high poverty school district budgets. Over one million children attend schools in districts that receive basic Impact Aid funding — financial assistance to local districts to compensate for non-taxable Indian, military, and other federal property. Many districts receive the vast majority of their basic operating funding from Impact Aid. According to the most recent data, students affected by Impact Aid attend schools in more than 1,300 school districts with a total enrollment of more than 12 million students.<sup>2</sup>

### ***Federal Role in Higher Education***

Federal student aid plays a crucial role in enabling students to afford college. The federal government is the largest provider of direct financial aid to students enrolled in post-secondary education and training. In the 2000–2001 school year, almost 70 percent of all direct student aid — about \$50 billion — \$11.3 billion in Pell grants and almost \$40 billion in student loans came from federal sources.

The amount of federal dollars devoted to student aid has grown by more than 80 percent over the last decade. In addition to direct student aid, the government also provides funding to universities and colleges to help make college more affordable.<sup>3</sup>

Federal financial aid policy is helping more students afford a college education through loans rather than grants. Therefore, it is more difficult for needy students to afford and attend college. The share of federal need-based aid has dropped from 80 to 60 percent of all federal student aid over the last twenty years.<sup>4</sup> Policy decisions about how much aid to offer and how to deliver aid to students has meant that a much greater share of financial aid dollars is going to middle- and upper-income students.<sup>5</sup>

Unsubsidized student loans, tax credits and other tax incentives have replaced grants as the primary vehicle for delivering federal financial aid. None of these vehicles are efficient at helping low-income students afford college. Loans are not an appealing option to low-income students who are likely to be financially risk-averse. Students cannot take advantage of non-refundable tax credits or deductions if they do not have any income tax liability. Tax-advantaged college savings accounts offer little help to families with limited disposable income.<sup>6</sup>



**Endnotes**

- 1 National Center for Education Statistics. *Statistics in Brief – Revenues and Expenditures for Public Elementary and Secondary Education: School Year 1999–2000*, May 2002.
- 2 National Association of Federally Impacted Schools, September 2002.
- 3 The College Board. *Trends in Student Aid 2001 in Slamming Shut the Doors to College – The State Budget Crisis and Higher Education*. A Congressional Report prepared by the Democratic Staffs of the Senate Committee on Health, Education, Labor, and Pensions; Senate Subcommittee on Education Appropriations; House Committee on Education and the Workforce; and House Committee on Appropriations, with additional analysis by the Joint Economic Committee Democratic Staff.
- 4 The College Board. *Trends in Student Aid 2001 in Slamming Shut the Doors to College – The State Budget Crisis and Higher Education*.
- 5 *Slamming Shut the Doors to College – The State Budget Crisis and Higher Education*.
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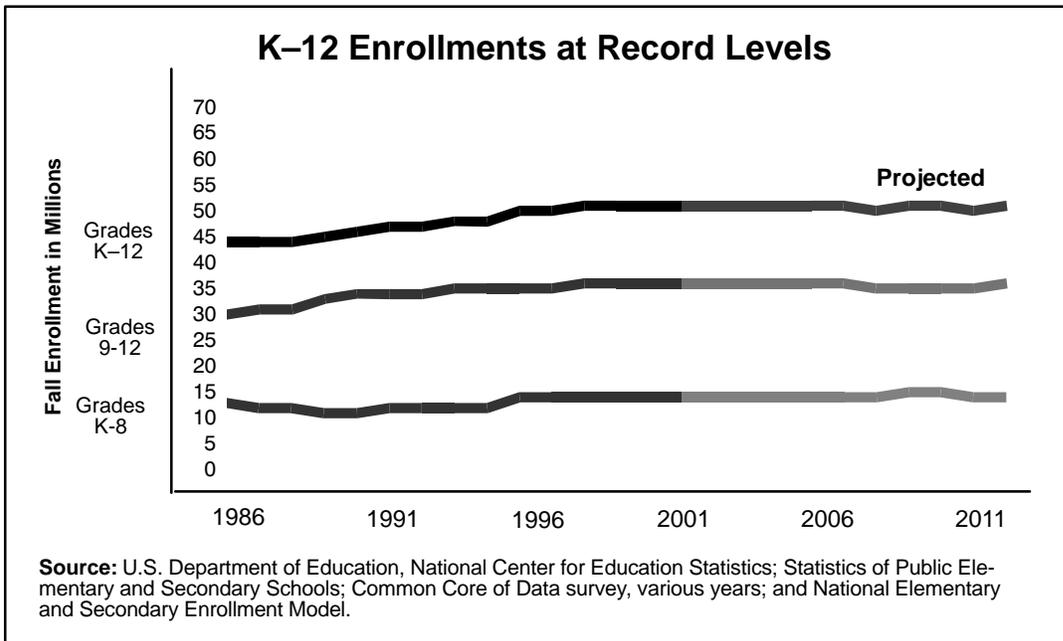


# 2

## Investing in Education Is More Important Than Ever

### School Enrollments Continue to Rise

**Elementary and secondary school enrollments are increasing.** Estimates indicate that public and private elementary and secondary school enrollments reached record levels in 2000. The record 2000 enrollment reflects an increase of 14 percent since the fall of 1990. Enrollments are expected to continue to rise over the next few years. Today, over 50 million children are enrolled in elementary and secondary schools.

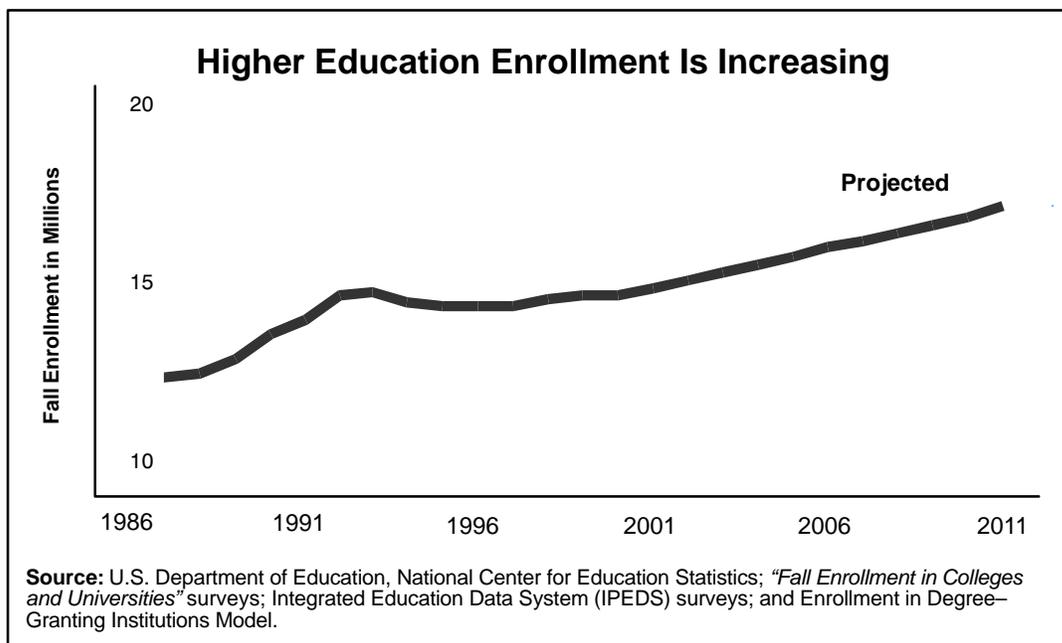


**College enrollment is rising.** Overall enrollment in colleges and universities is expected to rise between 1999 and 2011. The most important factor in the projected rise of college enrollment is the projected increase of 17 percent in the traditional college-age population of 18 to 24 year-olds from 1999 to 2011.

Enrollment in public institutions grew from 9.7 million in 1986 to 11.3 million in 1999 — an increase of 16 percent over the period. Public college enrollment is expected to increase by 20 percent to 13.6 million by 2011.

Enrollment in private college institutions increased from 2.8 million in 1986 to 3.5 million in 1999, an increase of 25 percent over the period. Private school enrollment is expected to continually increase to 4.1 million by 2011, an increase of 18 percent.





### ***The Nation’s Public Schools Need Help***

**Our schools include many success stories, but more challenges must be overcome to improve public schools for all students.** Student achievement scores are up in many states and school districts, and many of our schools have instituted local reforms based on high standards for their students. However, more work remains to be done.

**Students are not making sufficient progress in math and science.** Despite considerable energy devoted to educational improvement, achievement in mathematics has shown only modest gains since 1983. The Third International Mathematics and Science Study (TIMSS) results show little change in eighth-grade mathematics achievement between 1995 and 1999. In 1999, U.S. eighth graders performed above the TIMSS international average in mathematics, but still fell short of 14 countries in math achievement. Achievement in science reflects similar trends.

**Students are not making sufficient progress in reading.** According to the National Assessment of Educational Progress (NAEP), 37 percent of our fourth graders do not reach the “basic” achievement level in reading, and 68 percent do not reach the “proficient” level.<sup>7</sup>

### ***Increased Investments in Education Pay Off for Students***

**NAEP test scores rise with increased investment in education.** Between 1985 and 1990, NAEP witnessed a reversal in declining scores by our nation’s students. That period corresponds to an increase in per-pupil expenditures, which grew by 20 percent after adjusting for inflation. Conversely, when NAEP achievement gains began to flatten from 1990 to 2000, expenditures per student rose only about six percent.

**Students are performing better on the NAEP test in reading.** Data from 1999 reveal that over the past 25 years reading scores have risen among 13 year-olds. Students have



improved since 1975 on reading tests. Specifically, African American students' reading test scores increased by 11 points; Hispanic students' reading test scores increased by 12 points; and white students' reading test scores increased by six points. During this time, reading test scores also increased among nine year–old African American students by five points; 10 points for Hispanic students; and four points for white students.

**Students are performing better on the NAEP test in math.** According to 1999 data, math scores have also risen for students since 1973. Of nine year–old students tested, African American students' test scores have improved by 21 points, Hispanic students' test scores by 11 points, and white students' test scores by 14 points.

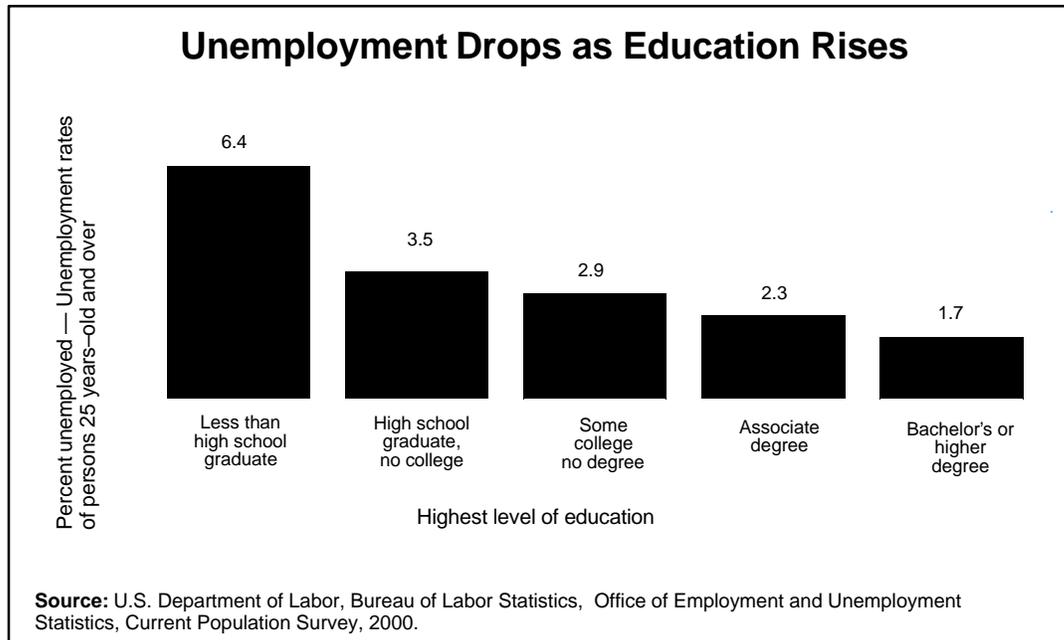
### ***Higher Education Is Becoming Increasingly Important, Yet Harder to Afford***

**The Nation's workers require strong skills to compete in the new global economy.** More and more jobs in our economy require technological or specialized training. The need for workers with post–secondary training is expected to increase at a faster rate than the need for low–skill workers in the coming decade. According to estimates by the Bureau of Labor Statistics, almost a third of the growth in employment from 2000 to 2010 is expected to occur in occupations that require at least a bachelor's degree. Two of the fastest growing fields — computer science and health care — require a college education. Another 13 percent of job growth is expected to occur in fields that require an associate's degree or post–secondary vocational training, such as medical assistants and computer support specialists. These high–skill jobs also typically pay wages significantly above the average for all workers. Low–skill jobs are predicted to account for a larger share of employment growth. But, most of these positions, such as food preparation, pay low wages.

**Education is the key to earning power.** Higher education is critical to the future success of Americans. A college degree is worth 75 percent more in earnings than a high school diploma or more than \$1,000,000 over a lifetime in the workforce. A college graduate earns almost twice what a high school graduate earns in a year, and close to three times what a high school dropout earns.

**Unemployment rates drop dramatically as education levels increase.** In 2000, the unemployment rate of persons 25 years–old and over was 6.4 percent for those not completing high school, while the rate dropped to 1.7 percent for those completing a bachelor's degree or higher.





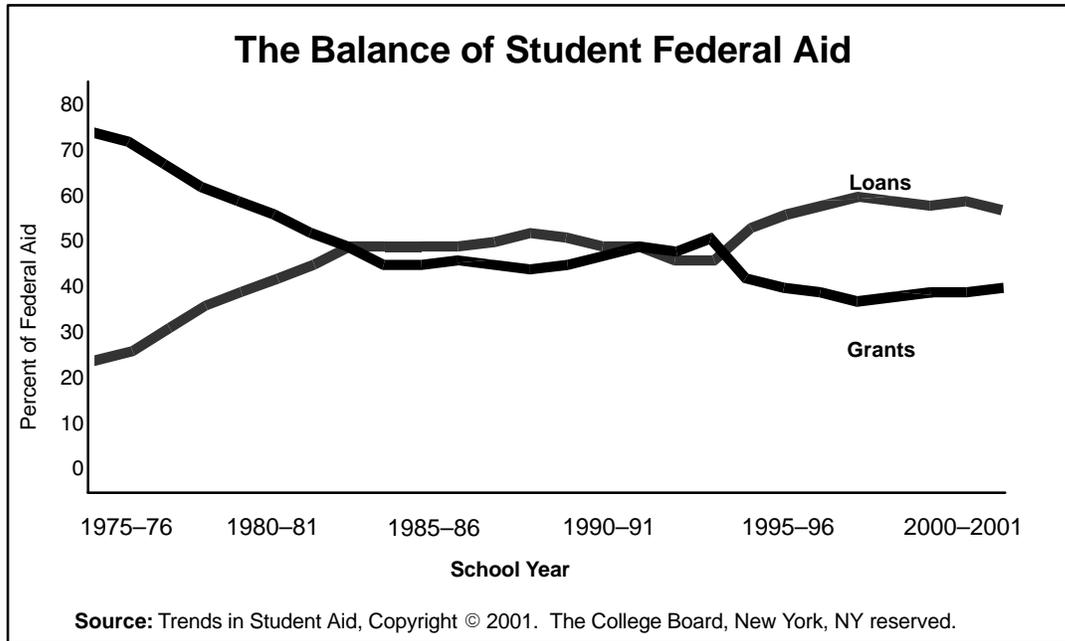
**Those who complete high school are much more likely to be employed than those who drop out.** Seventy percent of high school graduates were employed in 2000, while more than half of high school dropouts were unemployed or out of the labor force.

**The benefits of higher education have increased steadily over the past two decades.**

A key to long-term economic growth is an increasingly productive labor force. Workers become more productive by having new and better equipment with which to work, and by acquiring new skills and knowledge. Improvements in labor force skills and improvements in knowledge account for a significant part of economic growth. Individuals with higher levels of education are more likely to be successful in the labor force. About 80 percent of adults with a bachelor's degree or higher were labor force participants in 2000. College graduates have always earned more, on average, than those with less education. Since the 1980s, however, college graduates have experienced a much faster growth in average income than high school graduates.

**The cost of higher education is increasing.** Over the past ten years, after adjusting for inflation, the median family income increased by 12 percent, while the average tuition and fees at four-year public institutions increased by 40 percent and that at four-year private schools by 33 percent. As family income in this country becomes more stratified, tuition as a percentage of family income will continue to increase, particularly for low-income families, amplifying the average student's debt burden.

**The balance of federal student aid has shifted from grants to loans.** In 1975, nearly 80 percent of federal student aid came in the form of grants. Today, grants comprise approximately half of what they did in 1975 — 40 percent of federal student aid.



**Average student loan debt is skyrocketing.** Thirty-nine percent of student borrowers now graduate with unmanageable levels of debt — their monthly student loan payments are more than eight percent of their monthly incomes. Not only are the majority of students turning to loans to finance college, but debt levels are also escalating. In 1999–2000, 64 percent of students graduated with student loan debt, and the average student loan debt has nearly doubled over the past eight years to \$16,928.

### ***Low-Income Students Face Growing Financial Barriers to Attending College***

**Low-income students and families are more likely to face unmanageable debt.** In all likelihood, students from low-income backgrounds receive limited financial assistance from and may have financial obligations to their families after graduation. Some groups of students are more likely to face unmanageable debt burden after graduation. Fifty-five percent of African American student borrowers and 58 percent of Hispanic student borrowers graduated with unmanageable debt burden.

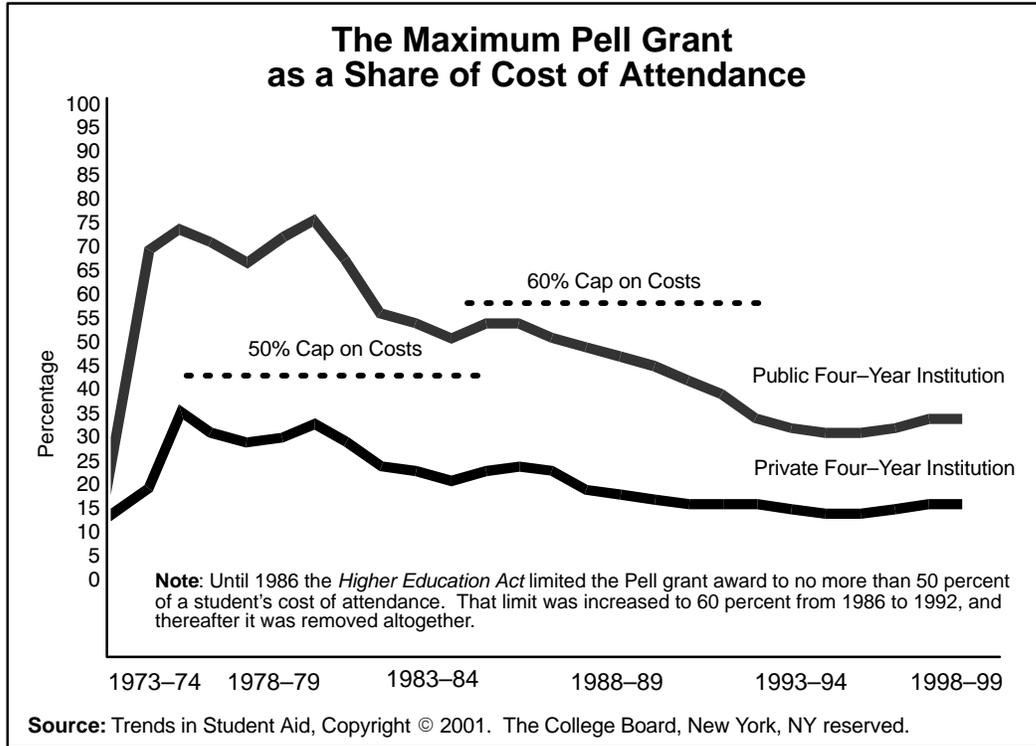
**Even after grants and loans, low-income students remain less likely to be able to afford college.** Even with grants and the maximum amounts in federal loans, full-time students coming from families earning less than \$25,000 a year still lacked an average of \$3,200 annually to cover the expenses of attending a two-year college, or \$3,800 annually to cover the costs of a public, four-year university. By comparison, families whose income was over \$75,000 faced little impediment to sending their children to college — such families lacked on average only \$100 to cover the expenses of a two-year college, or \$400 to cover the expenses of a public, four-year university.

**Low-income students are borrowing more and working more than ever to pay for college.** In 1999, low-income students borrowed 36 percent more than in 1992 to attend two-year institutions, and borrowed 65 percent more to attend public four-year institutions.



As a result, the average student debt accumulated over the course of attending a public or private college for four years increased from \$10,000 to \$15,000.

**The value of the Pell grant is decreasing.** While Congress has raised the maximum Pell grant award in recent years, rising college costs have lowered the real value of the Pell grant.



**Student loan debt disproportionately harms low-income students.** As the balance of student aid shifts from grants to loans, too many low-income students and families are forced to take on a college expense burden that they cannot afford. Total grant aid for low-income students makes up only 32 percent of the cost of attendance at a college, still leaving a large percentage of the cost of attendance to be met. For low-income families, the cost of college as a percentage of income has risen dramatically.



## State Budget Crisis and Higher Education

Facing the worst state budget crunch in a decade, state colleges are proposing the largest tuition hikes in recent history. Over the next several months, state and federal policymakers will write next year's budgets. These decisions will impact millions of current and prospective college students. To prevent the state budget crunch from limiting college opportunity, Congress must invest substantially more in student aid to help more college students.

- ✘ **The rising cost of college is a top concern of many families.** Higher education institutions must cope with massive cuts in state funding, a drop in endowments, and soft private giving at a time when a record number of individuals want a college education. A strong investment in federal student assistance has never been more important.
- ✘ **The shaky economic recovery is damaging state budgets.** The states face a total deficit that is greater than \$40 billion, according to the National Governors Association.
- ✘ **States have proposed to cut \$5.5 billion in state higher education funding.** Private colleges seeing similar drops in endowment income and slowed growth in charitable giving are being forced to raise tuition and fees. If these trends continue, an additional 110,000 students could be unable to afford college next fall. To cope with state budget cuts, public colleges, nationally, increased tuition and fees by an average of 10 percent this September. Examples include:
  - University of Missouri, 14 percent increase in tuition and fees;
  - University of Arkansas, 15 percent increase in tuition and fees;
  - University of Iowa, 19 percent increase in tuition and fees; and
  - Clemson University, 30 percent increase in tuition and fees.

For every 10 percent increase in college costs nationally, an additional 100,000 students will be shut out of school due to inability to pay.
- ✘ **College opportunity remains uneven.** According to the Joint Economic Committee's analysis, the demand for workers with post-secondary training is growing rapidly; academically qualified low-income students are less likely to go to college than their wealthier peers, largely due to the cost of college; and currently, federal financial aid falls short of making college affordable for all Americans.
- ✘ **The Bush budget proposal leaves 200,000 low-income college students behind.** The Bush Fiscal Year 2003 budget requests no additional funding to offset inflation or accommodate enrollment growth for the campus-based programs — College Work-Study, Supplemental Education Opportunity Grants (SEOG), and Perkins Loans— or for TRIO and Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP).
- ✘ **The Bush budget proposal eliminates the Leveraging Educational Assistance Partnerships (LEAP) program, leaving 72,000 students behind.** The LEAP



program encourages states to continue to expand their own need-based student assistance programs and is especially important when states are experiencing budget difficulties. Approximately 62 percent of LEAP recipients report incomes of less than \$20,000. However, the Bush Administration proposes to terminate the program in Fiscal Year 2003, eliminating assistance to 72,000 students compared to the current level.

**X Education beyond high school is critical to America's long-term economic security.** Federal policies that provide sufficient support for need-based grant aid are most likely to induce and enable more low-income students to enroll in college and acquire the skills they need for the future. Congress's decision to further invest in education will have a long-lasting impact on thousands of Americans.



**Source:** *Slamming Shut the Doors to College — The State Budget Crisis and Higher Education*. A Congressional Report prepared by the Democratic Staffs of the Senate Committee on Health, Education, Labor, and Pensions; Senate Subcommittee on Education Appropriations; House Committee on Education and the Workforce; and House Committee on Appropriations, with additional analysis by the Joint Economic Committee Democratic Staff.

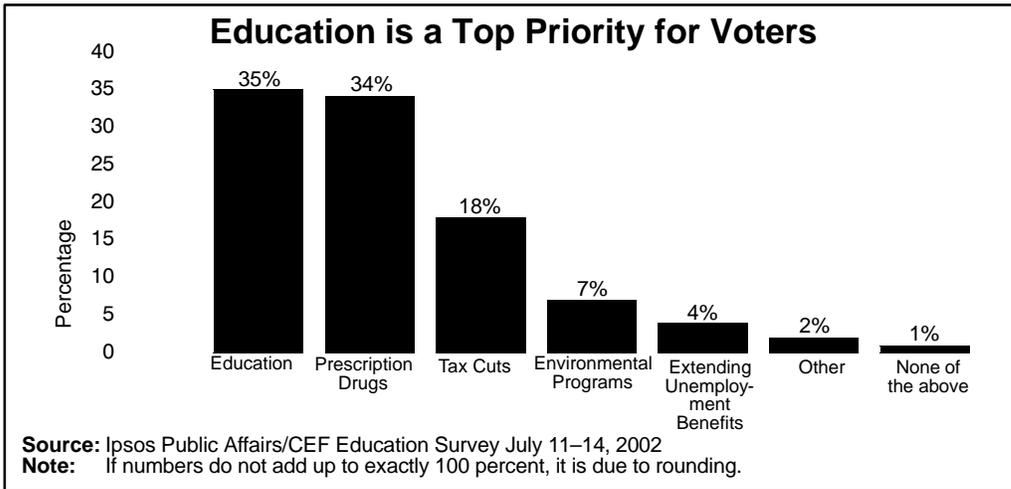
**Endnotes (continued)**

<sup>7</sup> Tracy King and Ellyne Bannon. *The State PIRG's Higher Education Project*, 2002.

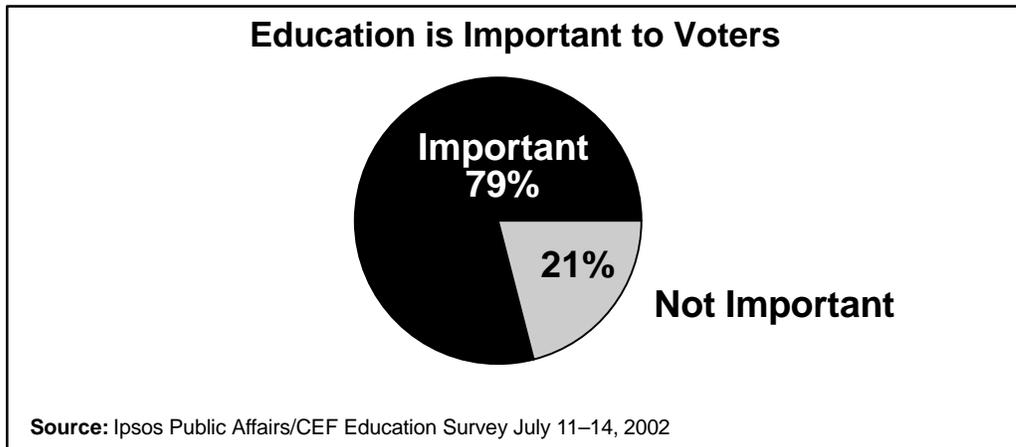
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## The Public Strongly Supports Education

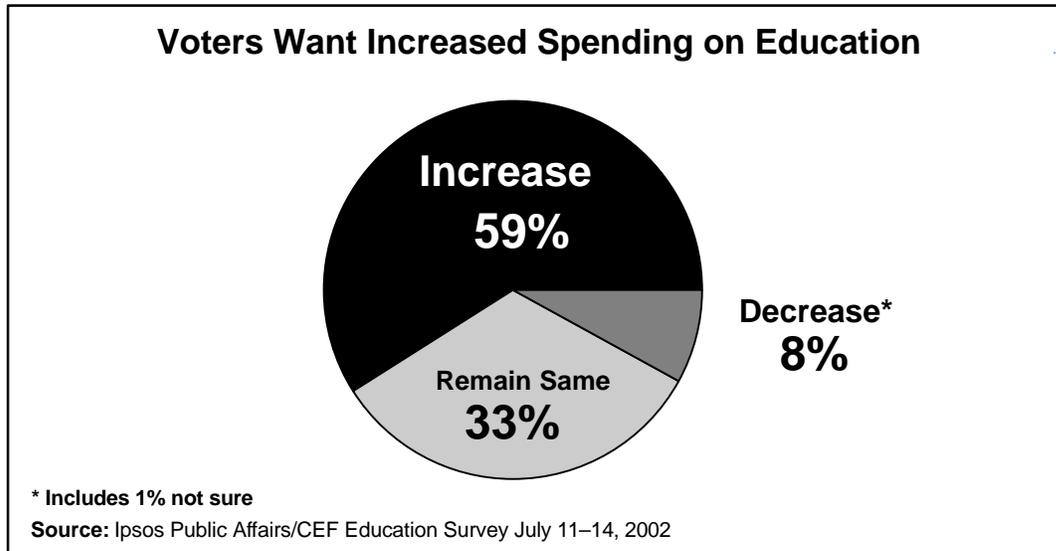
Americans care deeply about their children’s education and rank education at the top of all domestic issues, setting aside spending for the military and homeland security. Ipsos Public Affairs and the Committee for Education Funding (CEF) released a survey in July 2002 which showed that education ranks at the top of the federal domestic policy agenda.



An overwhelming majority (79 percent) of registered voters have viewed increased federal funding for education as an important factor in deciding whether to support a candidate in the Congressional elections this fall.



Voters believe it is important that the federal government substantially increase funding for education rather than decrease it from its current level of about 2.5 cents for every dollar in federal spending.



# 4

## The Bush Education Budget — Inadequate Resources for Reform

Democrats have a long history of support for education and remain committed to improving our nation's public schools. Democrats have worked diligently to establish important education programs such as Head Start, Title I assistance for disadvantaged students, special education, and Pell grants. Democrats have fought hard to fund these and other initiatives designed to ensure that all Americans have access to the best possible education.

Unfortunately, the Bush Administration has provided inadequate resources for critical education programs. For Fiscal Year 2003, President Bush proposes the smallest increase for education in seven years — barely enough to cover inflation. Rather than make significant investments in education, the Administration's proposed budget for Fiscal Year 2003 includes a cut of \$90 million for the *No Child Left Behind Act*, which the President signed into law earlier this year. This means communities would have insufficient resources to implement the much-needed reforms envisioned in that landmark legislation.

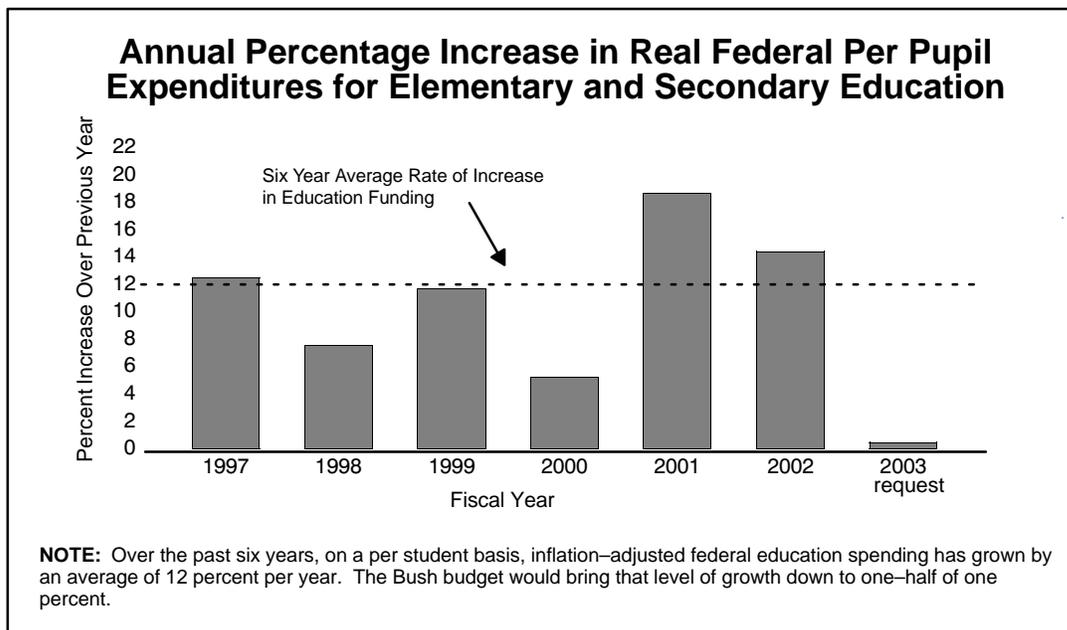
In order to pay for shortfalls in the Pell grant program in Fiscal Year 2002, the President suggested that funding for 29 different education programs be cancelled, including funding for drop-out prevention, rural education, gifted and talented, and training teachers in technology. If all of the cuts he proposed for Fiscal Year 2002 were enacted, funding for the *No Child Left Behind Act*, which was signed into law earlier this year, would be cut by \$803 million.

### ***Elementary and Secondary Education (K–12)***

President Bush has been all talk and no action on education reform, jeopardizing all public school students. He campaigned for President as a proponent of more support for education. He spent significant amounts of time during his first year in office on passage of the *No Child Left Behind Act*, not only saying he favored more federal help for schools, but supporting large increases in a number of key program areas. Unfortunately, within weeks of signing the *No Child Left Behind Act*, President Bush submitted a budget that stopped six years of steady progress in federal support to local schools dead in its tracks.

Instead of continuing to increase the federal investment in local schools, the President's budget would hold assistance to local schools virtually flat. Furthermore, his Budget Director, Mitch Daniels, now insists that if Congress exceeds the budget request by even one dollar, he will veto entire appropriation bills.





The President proposes an overall cut of \$90 million to the *No Child Left Behind Act*, which he signed into law earlier this year. Under the Administration budget, communities would have insufficient resources to implement the much-needed bipartisan reforms envisioned in that landmark legislation:

- ✗ 18,000 fewer teachers would receive teacher training;
- ✗ 25,000 limited English proficient children would be cut from federal bilingual education programs; and
- ✗ 33,000 fewer children would participate in after-school programs.

Senate Democrats make education programs a priority by providing increased resources so that students have access to more high-quality teachers, innovative programs that inspire learning, and higher education — investments that would benefit children, young adults, and the nation for decades.

**On a net basis, the President's education budget "robs Peter to pay Paul."** For Fiscal Year 2003, the President would freeze funding for key initiatives such as improving teacher quality and bilingual education. He would cut \$1.35 billion from other K-12 education programs by eliminating 28 programs such as the new program to help rural districts address their unique problems, support for developing small schools which have been shown to improve learning, dropout prevention, civic education, arts education, school counseling, and technology programs. The President's budget proposal would also make significant cuts in the Even Start inter-generational reading program and funding for assessments, despite the emphasis on testing in the new education law.

**The President also proposes to create a new private school tuition tax credit and voucher grant program that would divert \$4 billion over five years.** These funds could be better spent improving public schools, which serve 90 percent of the nation's children.

**The President's budget provides insufficient resources to help communities modernize schools and address overcrowding.** He continues funding for schools that are heavily impacted by federal activities, and extends the Qualified Zone Academy Bond (QZAB) program, which Democrats support, but these programs alone provide insufficient resources to help most communities address the growing construction backlog.

**Bush underfunds Title I and the *Individuals with Disabilities Education Act*.** Under the President's Fiscal Year 2003 budget proposal for Title I (the program that serves disadvantaged students) more than six million eligible students will be left behind. Under his plan for special education (IDEA), full funding will not be reached for another 33 years. A child starting school when IDEA was first enacted in 1975 will be 67 years-old by the time special education is fully funded under the Republican budget. Democrats are committed to investing significant resources in Title I and fully funding the federal share of 40 percent of average per student costs under IDEA.

### ***Post-Secondary Education***

**Pell grants could be cut.** The President claims he will maintain the current maximum Pell grant at \$4,000, but in reality he gives the Secretary of Education the sole authority to set maximum levels based on the most current program data. This means grants could be cut if the proposed funding level is inadequate. In the Fiscal Year 2002 Supplemental Appropriations bill, an additional \$1 billion was provided to help pay for the funding shortfall for the current fiscal year — which has grown as more people return to school (many of whom are unemployed and are going to school to upgrade their skills).

**The President wants to eliminate funding for key higher education programs.** The demand for highly skilled individuals to work in highly technical, highly complex jobs is greater than ever before. Increased worker productivity is essential to continued economic growth.

While education has never been more important, the President would eliminate funding for the Leveraging Educational Assistance Programs (LEAP), and freeze other key programs including campus-based aid, Perkins Loans, TRIO, and Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP) without an adjustment for inflation.

The Administration also would cut funding that helps colleges and universities establish or expand child care programs.

### ***The Democratic Plan: Reform with Resources***

Democrats would make education a priority by providing increased resources to states and local school districts, ensuring that students have access to more high-quality teachers and good public schools, more children enter school ready to learn, more students can afford to go to college, and more adults who need training can receive it. As part of a responsible budget plan, which balances fiscal restraint with investment in critical priorities, Democrats are committed to significant investments in education.







## 5

## The 107<sup>th</sup> Congress — Landmark Elementary and Secondary Education Law Includes Democratic Priorities

At the beginning of 2001, Congress and President Bush agreed to work together to improve the quality of education in America’s public schools, through the reauthorization of the 37 year–old ESEA. The result of this year–long bipartisan cooperation was strong reform legislation, the *No Child Left Behind Act*, which requires states to set high standards for every student and strengthens federal incentives to boost low–performing schools and significantly improve educational achievement.

Unlike previous years, when the goal of Republican education proposals was to eliminate the Department of Education or slash education funding, President Bush supported legislation that included a strong federal role and accountability measures similar to ideas offered by Democrats during the last Congress.

The Administration’s original proposal, however, had several deficiencies. That proposal:

- ✗ failed to back up reform requirements with the resources needed to help schools improve;
- ✗ allowed federal funds to be siphoned away from public schools to pay for vouchers; and
- ✗ threatened basic civil rights protections.

Working with the President, Democrats helped shape a strong bill that strengthens education reform goals while addressing the weaknesses in the President’s proposal, and focuses on improving public schools. Highlights of the *No Child Left Behind Act of 2001* are as follows:

**Title I: Improving the Academic Achievement of the Disadvantaged.** Title I was established in 1965 to help schools meet the needs of economically and educationally disadvantaged students. As the largest federal elementary and secondary education program, Title I provides over \$10 billion to many public schools in the nation.

The *No Child Left Behind Act* helps economically and educationally disadvantaged students by:

- ✔ improving and expanding existing state standards and assessments;
- ✔ requiring a fair and rigorous standard for student progress and achievement;
- ✔ providing resources and strengthening accountability for low–performing schools;
- ✔ providing extra help and tutoring for students in low–performing schools;
- ✔ promoting parental involvement; and
- ✔ providing parents with tools and information about student achievement.

**Title II: Preparing, Training, and Recruiting High-Quality Teachers and Principals.**

Title II focuses on improving the quality of teaching in the nation's schools by aiding the recruitment, professional development, and retention of teachers. The *No Child Left Behind Act* enhances teacher quality by:

- ✓ holding states accountable to ensure that all teachers are highly-qualified within four years and for increasing the percentage of teachers receiving high-quality professional development;
- ✓ defining "highly-qualified teachers";
- ✓ defining "professional development";
- ✓ defining "teacher mentoring";
- ✓ ensuring teacher aides are qualified and well-utilized in the schools; and
- ✓ requiring Title I schools to set aside 10 percent of funds for professional development.

**Title III: Language Instruction for Limited English Proficient (LEP) Students.** The LEP program helps states in responding to the needs of their immigrant and limited English proficient students. The *No Child Left Behind Act* assists immigrant and LEP students by:

- ✓ creating a new, formula-based program to support LEP students in all states;
- ✓ ensuring instructional programs are researched-based;
- ✓ targeting services to immigrant children and youth;
- ✓ enhancing parental involvement in programs; and
- ✓ maintaining national activities for research and teacher training.

**Title IV: 21st Century Schools.** The *Safe and Drug-Free Schools and Communities Act* funds school- and community-based education and prevention efforts. The *No Child Left Behind Act* helps schools and communities by:

- ✓ ensuring programs are proven effective;
- ✓ focusing funding on communities with the greatest needs;
- ✓ addressing tolerance thorough hate crimes legislation; and
- ✓ authorizing the Safe Schools/Healthy Students program.

The *No Child Left Behind Act* also authorizes funds for the *21st Century Community Learning Centers* program which provides grants to support the planning and implementation of after-school and summer school programs that benefit the educational, health, social service, cultural, and recreational life of rural or inner-city youth. The Act expands and strengthens this program by providing funding directly to high-need states.

**Title V: Innovative Programs and Parental Choice.** Title V, formally known as the Chapter 2 program, is a block grant supporting a wide variety of state and local educational activities. The block grant goes to states by formula. States must distribute at least 85 percent of funds to districts. States are directed to take into consideration both poverty and population when distributing funds to districts. The *No Child Left Behind Act* supports innovative programs by:



- ✔ permitting broad use of funds;
- ✔ setting a limit on state administrative costs; and
- ✔ ensuring funds for private school children.

**Title VI: Flexibility and Accountability.** The *No Child Left Behind Act* grants states and school districts some flexibility in spending their funds. The Act provides flexibility and accountability by ensuring:

- ✔ state and local transferability; and
- ✔ state and local flexibility.

Title VI also contains provisions that will ensure that states are held accountable for keeping their standards challenging and rigorous, and making adequate yearly progress for all students. Under the *No Child Left Behind Act*, all states will participate in the state assessment under the National Assessment For Educational Progress (NAEP) by administering the fourth and eighth grade state NAEP test in math and reading. The NAEP will provide an important benchmark to confirm a state's progress, and ensure that states do not set low standards for students. States will not be sanctioned for not making gains on NAEP and Congress authorized \$69 million in the *No Child Left Behind Act* — for a total of \$110 million in Fiscal Year 2002 — to administer the NAEP.

**Title VII: Indian, Native Hawaiian, Native Alaskan Education.** Since 1975 with the enactment of the *Indian Self-Determination Act*, Congress has recognized the responsibility for the education of Indian children. With that responsibility comes the important understanding of the critical role parents, communities, and tribes play in the educational process. The bill recognizes the important role of a quality education for all children, including Native Americans, Alaskan Natives, and Native Hawaiians. The bill:

- ✔ continues the Congressional commitment to strong Indian education programs;
- ✔ contains strong language to improve the access of Indian children to a high-quality education; and
- ✔ recognizes the role of tribal organizations in Indian education.

**Title VIII: Impact Aid.** Impact Aid supports local educational agencies serving children who live on Indian lands or on federally non-taxable lands. Children whose parents work for the military or on federal property are also served under this program. The bill modifies the formula. Federal property school districts that lose funding due to eligible federal property shifting to the private sector will now receive a guaranteed minimum payment. This provision ensures that districts which transfer to the private sector continue to be financially viable. For one year, an affected district will receive 90 percent of its funds, allowing them time to adjust to the loss of the federal property.

## ***Democrats Work to Close Achievement Gaps, Increase Accountability, and Increase Resources***

The main goal of the ESEA reform package is to close the educational achievement gaps that currently exist between disadvantaged students and their more affluent peers and between minority and non–minority students. Allowing achievement gaps between these groups to continue to exist is detrimental to students and society as a whole.

The final version of the bill adopted a two–track approach to closing achievement gaps. As proposed by the President, every state will adopt annual testing systems for students in grades three through eight to gauge student proficiency in reading and math. The tests will measure the performance of defined groups of students, as well as entire schools, to ensure that no group of students is allowed to consistently under–perform without taking steps to address underlying problems. The tests are tools to improve teaching and learning.

At the same time, the bill authorizes additional federal funding and better targets that funding to schools serving the neediest students — to provide the resources to hire and train well–qualified teachers, pay for additional instruction, and increase access to after–school and school safety programs. Schools that underperform would receive additional help. Schools that continue to underperform would face interventions until their students' performance improves.

### ***Democratic Successes***

Democrats successfully fought back anti–education Republican proposals during the education reform debate. The final bill includes:

- X** no federal funds for private school vouchers;
- X** no Straight A's block grants that would have allowed states to determine how funds are spent and who receives the funds — with no accountability for results (the bill improves flexibility without state Straight A's block grants);
- X** no mandatory teacher testing (the bill provides additional resources so schools can recruit, hire and train teachers, helping ensure that every classroom is led by a qualified, effective teacher); and
- X** no elimination of civil rights protections (Democrats have upheld civil rights protections to make sure no service is denied to a student as the result of discrimination).

The compromise reform package reflects many of the Democratic priorities announced at the beginning of the debate. The bill:

- ✓** maintains funds dedicated to making schools safe and drug–free and improves access to high–quality after–school programs. (Republicans had proposed to block grant these programs);
- ✓** continues the federal commitment to reducing class size and emergency school repair and construction. (Republicans proposed to eliminate these critical programs);
- ✓** dramatically expands support for locally–designed approaches to help limited English proficient (LEP) students learn English and achieve academically — and ensures that teachers are trained to teach them. (Republicans wanted to impose punitive



measures to cut off services to LEP students and to mandate English-only instruction.) The program for bilingual and immigrant children will, for the first time in federal law, distribute funds by formula according to the population of LEP and immigrant children, making sure all children get the additional help they need to succeed;

- ✓ significantly improves targeting of federal funds to the neediest communities to help them close achievement gaps;
- ✓ calls for additional federal investments to assist schools that need extra help. Through state-based tests and other measures, struggling schools will be identified for additional assistance to help them achieve the goals established under the bill;
- ✓ ensures every classroom will be led by a qualified teacher. All new teachers will be competent in the subjects they teach. Support for teachers through high-quality professional development, mentoring, and recruitment programs is dramatically increased;
- ✓ ensures that parents have better information about the quality of their local schools through annual report cards and strong parent involvement requirements; and
- ✓ provides new local flexibility. States and school districts will have new authority to transfer funds among certain federal programs (Teacher Quality, Safe and Drug-Free Schools, technology, the current "Title VI" Block Grant) to meet their own local needs as long as program objectives are met.

Senate Democrats have said from the outset that efforts to enhance elementary and secondary education must link reform with new resources. The President's budget proposal does not provide adequate funds to help states and school districts implement the reforms that Senate Democrats have agreed are necessary. Congress must continue to commit the necessary resources to make reform a success. Senate Democrats have never said that money alone will improve the quality of our schools, but we know that reform will only succeed when coupled with adequate funding.



# 6

## The Democratic Education Agenda for the Second Session of the 107<sup>th</sup> Congress

### The Joint Senate–House Democratic Agenda

#### ***Democrats Keep Promises to Reduce Class Size and Hire Well–Qualified Teachers***

Democrats recognize that providing increased resources to reduce class size and hire well–qualified teachers is fundamental to strengthening our public schools. The bipartisan education reform bill, called the *No Child Left Behind Act*, which was signed into law by the President in January, calls for significant increases in funding to help communities hire and train good teachers and reduce the number of children in each classroom. Republicans, however, are already undermining this new legislation as part of the budget process, while Democrats remain committed to making sure education reform can succeed.

#### ***Teacher Shortages Mean Larger Classes***

Over the next 10 years, we will need to recruit, train, hire and retain more than two million teachers. Teacher retirement, record student enrollments, and efforts to reduce class sizes have increased pressures on schools and led to teacher shortages.

Many communities have trouble hiring math, science, special education, and bilingual education teachers, and school systems across the country are granting emergency credentials to unprepared or under–prepared teachers to fill teacher shortage areas. For example, of the 26,000 teachers hired in New York City over the last three years, 55 percent were uncertified.

#### ***Republicans Fail to Keep Their Commitment to Improve Teacher Quality***

The President’s budget proposal would freeze funding for state grants to reduce class size and improve teacher quality. As a result, funding would not be provided to hire new teachers, and approximately 18,000 fewer teachers would be trained next year. Republicans would also freeze funding to train early childhood teachers, despite the increasing demand for preschool education programs and urgent need to train teachers to meet the need.

Republicans also have proposed to eliminate funding for the National Principal Recruitment program, the National Board for Professional Teaching Standards, the National Writing Project (which trains teachers to teach writing), and the Preparing Tomorrow’s Teachers to Use Technology program. Funding for grants to improve teaching in American History also would be cut by 50 percent.



At the same time, Republicans would create a new tuition tax credit and a voucher demonstration grant program which could divert more than \$4.7 billion over the next six years to private and parochial elementary and secondary schools. These funds would be better spent improving public schools, which serve 90 percent of the nation's children.

### ***The Democratic Plan: Reform with Resources***

The Bush Administration has established four priorities in setting education policy: accountability, flexibility, parent choice, and research-based practices. However, Democrats recognize that reform without resources will not produce the change and educational outcomes needed in the nation's public schools.

Democrats would make education a priority by providing increased resources so that students have access to more high-quality teachers and innovative programs that inspire learning — investments that would benefit children and the nation for decades. As part of a responsible budget plan, which balances fiscal restraint with investment in critical priorities, Democrats are committed to investing in education.



## 7

## Issues in Elementary and Secondary Education

### Private School Vouchers

#### *What are private school vouchers?*

Private school vouchers are vehicles that allow the use of public tax dollars to subsidize a student's education at a private school. Voucher proposals usually specify the amount of the voucher (for example, in Cleveland, Ohio, the voucher amount is capped at \$2,250 for each student each year, or the proposals use the state average school expenditure), who is eligible (public school students, current private school students, low-income students), and which schools may redeem vouchers (nonsectarian or religious schools, new schools or existing schools).

**Brief history.** State-funded vouchers are in Milwaukee, Cleveland, and Florida, creating a two-tiered system that holds students in public and private schools to different standards. Teachers, parents, and the general public have long been opposed to private school tuition vouchers — especially when funds for vouchers compete with funds for overall improvements in public schools. Since 1972, voters have rejected vouchers every time they have been proposed. Although no federal voucher program exists, Republicans have repeatedly tried to enact one.

In June 2002, the U.S. Supreme Court upheld the constitutionality of the Cleveland school voucher program in a contentious 5 to 4 decision. But, the Court did not decide on the benefits of vouchers. The fact remains that private school vouchers drain public school dollars desperately needed to improve and reform our schools. Vouchers remain bad education policy and should continue to be rejected.

**Republican agenda.** The President's Fiscal Year 2003 budget request includes \$4 billion over the next five years for two new private school voucher initiatives — a demonstration program and a refundable tuition tax credit — and virtually no increase for public school reform. Vouchers simply are not the answer to education reform and a bipartisan majority in the Senate agrees we need to focus on other reform measures. During the debate on the *Elementary and Secondary Education Act (ESEA)* reauthorization, the Senate rejected Senator Gregg's amendment to create a \$50 million private school voucher program by a vote of 41 to 58.

**Democratic agenda.** Senate Democrats have been leaders in the fight to improve public schools, and oppose alternatives that divert attention, energy, and resources away from efforts to reduce class size, enhance teacher quality, and provide every student with books, computers, and safe and orderly schools. Democrats support public schools and public school choice, such as open enrollment and charter schools, within public school systems. These proposals harness the positive forces of the free market without leaving any child behind.



However, most Democrats do not support using public dollars to fund vouchers for private schools. Vouchers create an escape hatch for a few students and direct public funds and attention away from the critical task of improving schools for all students. In addition, there is little evidence to suggest that voucher programs improve academic achievement. The \$4 billion the Administration proposes be diverted to private school vouchers could:

- ✓ upgrade the skills of one million teachers;
- ✓ provide over five million children with after-school learning opportunities; and
- ✓ provide a Pell Grant to 1.8 million more college students.

### ***Private Voucher Schemes Undermine Public Schools***

Although the Supreme Court found that Ohio's voucher program — not every voucher program — is constitutional, it did not judge the value of vouchers. In fact, vouchers are still bad public policy regardless of the ruling on constitutionality.

#### **Private school vouchers drain public schools of scarce funding they need to reform.**

Public tax dollars should be spent on public schools that educate 90 percent of the nation's children. We should be doing all we can to help improve public schools — not undermine them. In recent years, many public schools have been showing significant gains in student achievement. Now is the time to sustain those gains by investing in public schools and addressing the great needs that remain — not divert public funds to private schools.

**Vouchers do not improve student achievement.** There is no evidence that students using vouchers for private schools show academic improvement. For example, an evaluation by Princeton University Professor Cecilia Rouse found that students in Milwaukee's "P-5" public school program, which used extra resources to reduce class sizes, outperformed regular school students and voucher students in reading and did as well as voucher students and better than other public school students in math.

**Private school voucher programs could exclude children.** There is no requirement in voucher proposals that schools receiving vouchers must accept and serve students with limited English proficiency, special education students, homeless students, or students with discipline problems. Scarce funds should be targeted to public schools, which can not and should not close their doors to students who pose a challenge.

#### **Private school voucher proposals are in direct conflict with President Bush's and Congress's call for increased accountability for better academic results for children.**

The recently enacted bipartisan education reform law, the *No Child Left Behind Act*, demands accountability for better results from public schools, teachers, and students. However, different rules apply to private schools. Private schools are not held accountable for results and, therefore, should not receive scarce public funds:

- ✗ No private school students have to take any current state or the newly required annual tests in grades three through eight. Public school students must.
- ✗ No private schools are required to accept all children who want to attend the school. Public schools must.
- ✗ No private schools are required to see that every child is taught by a highly-qualified teacher. Public schools must.
- ✗ No private schools are required to provide parents with report cards on how well they are doing. Public schools must.



## ***Senate Democrats Continue the Fight to Strengthen Public Schools***

Voucher proposals are fundamentally a step in the wrong direction for education. Senate Democrats are committed to reforming public schools, not abandoning them. Instead of draining much-needed resources from public schools, Senate Democrats are pushing to ensure that public schools have the resources necessary for implementing proven, effective reforms — not just in a few schools, but for all schools; not just for a few students, but for all students. Senate Democrats are fighting to make sure that no child is left behind by:

- ✓ improving teacher training and recruitment;
- ✓ reducing class sizes;
- ✓ expanding after-school programs;
- ✓ building new schools and modernizing antiquated and over-crowded schools;
- ✓ increasing support for children with special needs; and
- ✓ providing access to up-to-date technologies in every classroom.

The Supreme Court in no way validated or endorsed voucher programs as a matter of policy. In fact, the Court, if anything, seemed dismayed that the public schools had deteriorated to such a state that the legislature was forced to consider and implement drastic alternatives. The ruling in no way changes the fact that vouchers are bad policy, and undermine our commitment to turning around public schools.



## Charter Schools

### *What are Charter Schools?*

Charter schools are independent public schools, designed and operated by educators, parents, community leaders, educational entrepreneurs and others, and granted a charter to operate independently from district and state rules. These institutions are sponsored by designated local or state educational organizations who monitor their quality and integrity, but allow them to operate free from most district and state regulations. Freed from micro-management, charter schools design and deliver programs tailored to educational excellence and community needs. Because charter schools are schools of choice, they are held to the highest level of accountability — consumer demand. In return for autonomy, charter schools must show results or face revocation of their charter.

Over 2,300 charter schools are operating in 34 states and the District of Columbia, serving over 575,000 students. The Fiscal Year 2002 appropriation and Fiscal Year 2003 request for charter schools is \$200 million.

Charter schools are popular with Republicans but take a back-seat to their pet choice program: private school vouchers. Republicans often couch charter school initiatives in anti-public education rhetoric. They argue that charter schools are necessary to break the monopoly in public education. In the past, Republicans have proposed siphoning money from other education programs to support charter schools. In contrast, Democrats use charter schools as an opportunity to stimulate innovation within the public school system.

### ***Charter Schools are One Way to Introduce Choice into the Public Education System***

Charter schools can give teachers, administrators, and community members a chance to use local innovation to improve schools, and they can spur system-wide improvement. Unlike private schools, charter schools are public schools open to all students, and held accountable for results. Senate Democrats have worked in a bipartisan fashion to expand the number of charter schools.



## Block Grants for Federal Education Funding

### *What are Block Grants?*

Historically, a top item on the Republicans' agenda is a proposal to consolidate dozens of federal education programs into one large block grant — essentially a blank check — to be provided to states. The proposal would prevent the federal government from ensuring that many successful and important programs continue to be funded. Block grant programs would undermine or jeopardize the existence of every program included in the block grants. These programs could include important and successful initiatives such as Title I assistance for low-income, at-risk students, Safe and Drug-Free Schools, teacher training, and educational technology.

This Republican proposal would create new block grant programs — without meaningful accountability measures or demanding results — which would abolish guaranteed funding targeted to the neediest students. Senate Democrats are committed to enhancing and investing in education programs including Title I, Safe and Drug-Free Schools, teacher training, and educational technology.





# 8

## Fact Sheets on Major Federal Education Programs

### Head Start

#### *What is Head Start?*

Head Start is a comprehensive program for low-income children, aged three to five years-old, that helps them become prepared for school and stay healthy by providing immunizations, health check-ups, and nutritious meals. The program also helps parents become active participants in their children's learning. To be eligible for Head Start, the family income must be at or below the federal poverty line, which is \$18,100 a year for a family of four.<sup>8</sup> Head Start is due to be reauthorized in 2003.

Since 1965, Head Start has provided comprehensive pre-kindergarten experiences in the areas of education, health care, nutrition, and social services to over 18.5 million of the nation's poorest children.<sup>9</sup> Within Head Start, low-income children receive high-quality pre-school experiences, immunizations, health screenings, and dental check-ups. Parents can take part in literacy classes and workshops, allowing them to take a more active role in their children's education.

Head Start's preventive programs are cost-effective and successful. For the price of a single space in a juvenile detention facility, five children can receive a full-day, full-year Head Start experience. Children who participate in Head Start are more likely to graduate from high school, earn more, and commit fewer juvenile crimes.

In Fiscal Year 2001, Head Start served over 900,000 children at a cost of nearly \$6.2 billion. Senate Democrats have worked and will continue to work to improve the Head Start program because it continues to significantly impact the quality of life in communities and strengthen American families.

#### FUNDING HISTORY

Fiscal Year 2000	\$5.3 billion
Fiscal Year 2001	\$6.2 billion
Fiscal Year 2002	\$6.5 billion
Fiscal Year 2003 Request	\$6.6 billion

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



**Endnotes (continued)**

- <sup>8</sup> Head Start Family Income Guidelines for 2002, [www.headstartinfo.org/publications/im02/im02\\_03a.htm](http://www.headstartinfo.org/publications/im02/im02_03a.htm).
- <sup>9</sup> U.S. Department of Health and Human Services, Head Start Bureau (2000); *Head Start Statistical Fact Sheet* in Children's Defense Fund materials.



## Title I: Education for the Disadvantaged

### *What is Title I?*

The Title I program of the *Elementary and Secondary Education Act of 1965* (ESEA) provides a framework to ensure that all children receive a high-quality education and master challenging academic standards established by the states. The Title I program provides needed resources to local school districts to help disadvantaged students succeed academically.

On January 8, 2002, President Bush signed into law the *No Child Left Behind Act of 2001* that made significant changes in the Title I program. The new law allows schools continued flexibility to design instructional activities to meet the varied needs of students. Numerous new requirements were enacted to ensure that a greater focus is placed on the achievement of all students including poor, minority, and limited English proficient children. The new statewide accountability system required under the Title I reauthorization is applicable not only to Title I-funded schools, but to all public schools.

Under the new law, schools, districts, and states will ensure that progress is made for all children in every public school district across the country. Title I-funded schools that do not make “adequate yearly progress” in relation to their state’s standards will receive additional help and resources to improve student achievement. If a school fails to make progress after two consecutive years, a sequential set of actions will be undertaken in an effort to improve the performance of the school and to provide additional instructional options for the children in these schools.

The new law demands increasing proficiency percentages for all children in the aggregate, as well as increasing proficiency percentages by cohort, for low-income, minority, limited English proficient children, and children with disabilities.

All children and all groups of children are expected to achieve proficiency in 12 years. Beginning with school year 2005–2006, Title I requires each state to test children annually in grades three through eight, and in the interim to continue to test in at least one grade per grade span: 3–5, 6–9, and 10–12. In order to check the rigor of the academic standards and the assessment systems established by the states, each state is also required to participate in the National Assessment of Education Progress (NAEP). All testing data will be disaggregated for each group of students.

The new reauthorization continues virtually all of the specialized sub-programs under ESEA Title I, including Even Start, the Migratory Children and Neglected and Delinquent Children programs, the School Dropout Prevention program, and the Comprehensive School Reform and the Demonstration and Evaluation programs. A number of new programs also were authorized under Title I, including the Reading First and Early Reading First programs, the Improving Literacy Through Libraries program, and the School Improvement and Advanced Placement programs. The Capital Expenses program that funds alternative arrangements such as neutral sites and mobile units for delivering services to non-public school children was reauthorized under the ESEA and moved to Title V, the Fund for the Improvement of Education.

Nearly 14,000 of the nation’s more than 15,000 school districts are allocated \$10.3 billion in Title I funds to improve academic achievement in their highest poverty schools, and for private school students who reside in those low-income attendance areas.



### FUNDING HISTORY

Program Year 2000	\$7.9 billion
Program Year 2001	\$8.8 billion
Program Year 2002	\$10.3 billion
Program Year 2003 Request	\$11.3 billion

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Note:** These numbers represent Title I grants to local educational agencies (LEAs).



**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

## Safe and Drug-Free Schools and Communities

### *What are Safe and Drug-Free Schools and Communities?*

The *Safe and Drug-Free Schools and Communities Act* supports communities' efforts to make America's schools safe and drug-free. The Act gives states and local educational agencies great latitude in how to utilize federal funds under the program. Programs supported by federal funds include drug prevention education, comprehensive health education, early intervention, counseling, mentoring, and rehabilitation referral. The program also includes professional development for school personnel, parents, law enforcement officials, and community leaders.

Funds may be used for activities such as curriculum development, teacher education, education for students in the prevention of drug abuse, violence, and hate crimes. These activities have been expanded to include non-violent conflict resolution and peer mediation.

Nationwide, Americans are deeply concerned about school safety and about the rate of substance abuse among young people. According to the National Center on Addiction and Substance Abuse (CASA) 2001 Report, *Substance Abuse and America's Schools*, 60 percent of middle and high school students reported that drugs were used, kept or sold at their schools. According to the Partnership for a Drug Free America (PDFA) annual survey, the number of teens who said they had tried Ecstasy increased by 20 percent last year and has increased 71 percent since 1999.

Similarly, the incidence of school violence in recent years has catalyzed efforts to increase federal involvement for school violence prevention through research and evaluation of model programs. The Safe and Drug-Free Schools and Communities program is designed to help make schools safe and drug-free by supporting comprehensive, integrated approaches to drug abuse and violence prevention. The program provides both significant resources and a sound program structure to motivate youth to reject high-risk behaviors and develop character and positive goals for the future.

Senate Democrats have fought to ensure that the Safe and Drug-Free Schools and Communities program is proven effective, focuses funding on communities with the greatest need, addresses tolerance through hate crimes legislation, and authorizes the Safe Schools/Healthy Students program.

### FUNDING HISTORY

Fiscal Year 2000	\$600 million
Fiscal Year 2001	\$644 million
Fiscal Year 2002	\$644 million
Fiscal Year 2003 Request	\$644 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



## 21st Century Community Learning Centers

### *What are 21st Century Community Learning Centers?*

The 21st Century Community Learning Centers program is authorized in the *No Child Left Behind Act of 2001*. This program is designed to help communities establish or expand learning activities in schools and other community facilities, including after-school, weekend, and summer school enrichment programs.

**The after-school hours are critical.** The after-school hours are the most dangerous for children. The hours of 3:00 p.m. to 6:00 p.m. are a peak time for juvenile crime; these are also the hours when kids are most likely to become victims of crime.<sup>10</sup> Children face other dangers during this time. On a given school day, 16 and 17 year-olds are most likely to be in or cause a car crash during the after-school hours.<sup>11</sup> Students who spend no time in extracurricular activities are 49 percent more likely to use drugs and 37 percent more likely to become teen parents than students who spend one to four hours per week in such activities.<sup>12</sup>

**Children who don't have access to after-school care options are at greater risk.** One study found that eighth-graders who were unsupervised for eleven or more hours per week were twice as likely to abuse drugs or alcohol as those under adult supervision.<sup>13</sup> After-school programs improve children's safety and improve academic performance. When the city of Chicago began an after-school enrichment program, 39 of 40 participating schools saw students' math scores increase. Thirty schools reported improved reading scores as well.<sup>14</sup>

**Too many children are without after-school care.** In 2001, four out of five (or 80 percent) women with children ages six through 17 were in the labor force, and the majority of these women worked full-time. Nearly 31.5 million children between the ages of six and 17 lived in families where their mother was in the labor force.<sup>15</sup> Over seven million children are left home alone each week.<sup>16</sup>

**Low-income children have particular difficulty gaining access to after-school care.** Children living in families with a monthly income under 200 percent of poverty are less than half as likely to participate in enrichment activities such as sports, lessons, or clubs as children living in families with a monthly income of 200 percent of poverty or more.<sup>17</sup>

**Existing after-school programs are working.** A 30-month evaluation of the Boys and Girls Clubs of America's Project Learn program found that participants improved their study skills, attended school more regularly, and increased their grade point average.<sup>18</sup>

The state of California already has a number of effective after-school programs. An evaluation of the After-School Learning and Safe Neighborhoods Partnerships Program (ASLSNPP) — the state-funded program serving about 95,000 students — found that program participants are achieving much higher scores on their Standardized Testing and Reporting (STAR) assessment, attending classes more frequently, and enjoying school more. Students feel safer in the after-school programs than they did before.<sup>19</sup>

A ten-year analysis of Los Angeles's *Better Educated Students for Tomorrow* (BEST) after-school program, which now serves 13,000 students in 76 schools in Los Angeles, concluded that long-term participation (four years or more) was significantly related to positive achievement on standardized tests in reading, math and language arts. A higher level of program participation was also related to better school attendance.<sup>20</sup>



## FUNDING HISTORY

Fiscal Year 2000	\$453.4 million
Fiscal Year 2001	\$845.6 million
Fiscal Year 2002	\$1 billion
Fiscal Year 2003 Request	\$1 billion

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

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- 18 U.S. Department of Health and Human Services, *Access to Child Care for Low-Income Working Families*, 1999.
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## Education Technology

### *What is Education Technology?*

In today's information age and global marketplace, intellect and innovation give the United States its competitive edge. A highly educated and skilled citizenry is essential to achieving the United States' economic goals. Education technology is an increasingly critical tool in efforts to ensure that all students reach high standards and gain the skills to help sustain the nation's economic health.<sup>21</sup>

The Internet and other learning technologies are revolutionizing education policy and practice. The ability to individualize instruction and open new doors to an array of information calls for dramatic innovations in computer hardware and software, as well as curriculum and communications infrastructure. The results are a transformation of teaching and learning and improved student achievement through more efficient and effective systems.<sup>22</sup>

### *National Need and Impact*

In the last several years, the nation's schools have made enormous progress in expanding access to learning technology and integrating these tools into teaching and learning. This investment is beginning to pay off, especially where the commitment and partnerships are strong. Today, approximately 95 percent of schools have some access to the Internet, albeit often at sub-optimal levels (examples include low-speed and limited bandwidth). In 1994, only 35 percent of all schools were linked to the Internet.

High-poverty and high-minority enrollment schools are twice as likely to be unconnected to the Internet and 20 percent less likely to make technology available during after-school hours. According to the National Center for Education Statistics, 80 percent of instructional classrooms in wealthy schools are connected to the Internet, whereas only 60 percent of classrooms in high-poverty schools are similarly linked.<sup>23</sup>

Nationally, there are five students for every computer. In 1999, high-poverty school districts calculated nine students per computer.<sup>24</sup> A year earlier, the ratio was 17 students per computer. But, the proper application of computers and integration of curricula, content, and technology in the classroom remains a challenge.

Most current education technology software programs are unrelated to state content standards. Instructional staff lack familiarity with the use of technology. Only 20 percent of all teachers report feeling comfortable integrating technology into their teaching lessons.

### *Summary of Education Technology Grant Program*

The recently signed *No Child Left Behind Act*, authorizes \$1 billion for Fiscal Year 2002 and such sums for succeeding years for the Education Technology Grant Program (\$682 million was appropriated in Fiscal Year 2001),<sup>25</sup> while the Bush Administration's Fiscal Year 2003 budget request includes \$700.5 million for the program.

The Education Technology Grant Program consolidates the main current federal education technology programs, the \$450 million Technology Literacy Challenge Fund, and the \$135 million Technology Innovation Challenge grants, into one formula grant program. The



new program supports heightened academic achievement through the use of technology, and technology literacy as a goal unto itself.<sup>26</sup>

**The Federal Role Remains Crucial**

Recognizing the need to ensure that all students achieve high standards and are prepared for the 21<sup>st</sup> Century, Senate Democrats have continually supported efforts to provide technology access and integration to students, particularly at the elementary and secondary levels. Federal leadership provides local decision-makers with the resources and flexibility to re-think how instruction may be provided more effectively and efficiently with technology, as well as to help ensure teachers are well prepared to use technology.<sup>27</sup>

The advent of the “education rate” (or E-Rate) discounts for schools and libraries — made available through the *Telecommunications Act of 1996* — is accelerating student access to on-line resources. The E-Rate program currently provides \$2.25 billion annually, freeing up school budgets for other essential technology needs. In addition, federal U.S. Department of Education grant funding accounts for more than one-third, or about \$3 to \$4 billion, of annual school technology spending. These programs were authorized in the *No Child Left Behind Act of 2001*, which strengthened federal technology support.<sup>28</sup>

As state and local governments strive to keep pace with innovations and meet long-standing academic needs, federal technology funds remain a vital source of financial support. Senate Democrats are committed to increasing federal investments in school technology for Fiscal Year 2003 and beyond.

<b>FUNDING HISTORY (millions of dollars)</b>				
	<b>Fiscal Year 2000</b>	<b>Fiscal Year 2001</b>	<b>Fiscal Year 2002</b>	<b>Fiscal Year 2003 Request</b>
Education Technology State Grants	—	—	\$700.5	\$700.5
Technology Literacy Challenge Fund	\$425	\$450	—	—
Technology Innovations Challenge Grant	\$146	\$136	—	—
Star Schools	\$51	\$59	\$27.5	—
Preparing Tomorrow's Teachers to Use Technology	\$75	\$125	\$62.5	—
Community-Based Technology Centers	\$65	\$65	\$32.5	—

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



**Endnotes (continued)**

- 21 The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.
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- 23 U.S. Senate Health, Education, Labor, and Pensions Committee. *Summary of the 2001 ESEA Reauthorization Conference Report (HR1), December 2001*.
- 24 *Summary of the 2001 ESEA Reauthorization Conference Report (HR1), December 2001*.
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## Language Instruction for Limited English Proficient and Immigrant Students

### *What is Language Instruction for Limited English Proficient and Immigrant Students?*

Over four million children with limited English proficiency (LEP) attend American schools today, and their numbers are growing rapidly. Between 1989 and 2000, the number of students with limited English proficiency increased by 104 percent. Students with limited English proficiency are now present in every state and in almost half of our nation's school districts. Much of the growth in this student population has been in states and school districts that previously enrolled only a handful of these children. Between 1989–1990 and 1996–1997, the population of LEP students more than doubled in 18 states: Arkansas, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Minnesota, Montana, Nebraska, Nevada, New Hampshire, North Carolina, Oklahoma, Oregon, Tennessee, and Washington.

Without access to appropriate educational resources and programs to meet the linguistic and academic needs of LEP students, many children will struggle to meet high academic standards. Federally supported language instruction programs for these students provide an opportunity for them to gain proficiency in English, achieve high academic standards, prepare for employment, and be fully integrated into American society.

The *No Child Left Behind Act* made significant changes to better serve LEP students, and ensure that students make progress in learning English and academic achievement. Under the new Title III program, funds will be distributed by formula to every state according to the number of LEP and immigrant students, providing support to develop language instruction programs for LEP and immigrant students in local school districts. Programs will be research-based and federal dollars will support a broader range of services and support for LEP students. Federal support for bilingual education, English as a Second Language, and other language instruction programs reflects the fact that the population of children with limited English skills continues to grow.

### FUNDING HISTORY

Fiscal Year 2000	\$398 million
Fiscal Year 2001	\$446 million
Fiscal Year 2002	\$665 million
Fiscal Year 2003 Request	\$665 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



## Pell Grants

### *What are Pell Grants?*

The federal Pell grant program in the *Higher Education Act* has been the foundation of the federal investment in higher education since 1973. The Pell grant program has provided grants to the neediest undergraduate students to help them finance post-secondary education. Each academic year, the maximum Pell grant award is established by Congress. For 2000–2001, awards ranged from \$400 to \$3,300.

Any student who meets the academic and financial requirements can receive benefits from a Pell grant for a certificate or degree program. A need-based formula established by Congress sets out who is eligible for the grant and the award amount. More than half of all Pell grants are given to students in families with incomes below the poverty line. In academic year 1998–1999, more than 3.9 million undergraduates received Pell grants. Most of these students came from low- and moderate-income families. In 1997–1998, more than 87 percent of recipients came from families with annual incomes of \$30,000 or less.

### FUNDING HISTORY

Fiscal Year 2000	\$7.7 billion (Maximum grant per student: \$3,300)
Fiscal Year 2001	\$8.7 billion (Maximum grant per student: \$3,750)
Fiscal Year 2002	\$10.3 billion + \$1 billion Supplemental Appropriation (Maximum grant per student: \$4,000)
Fiscal Year 2003 Request	\$10.8 billion (Maximum grant per student: \$4,000)

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Source:** National Association of Independent Colleges and Universities (NAICU) *Student Aid Policy Handbook*, January 28, 2000.



## Campus-Based Student Aid

### *What is Campus-Based Student Aid?*

The federal campus-based student aid programs — Supplemental Educational Opportunity Grants, Federal Work-Study, and Federal Perkins Loans — in the *Higher Education Act* provide grants, loans, and work-study to increase access to higher education for students with financial need. These programs are referred to as “campus-based” because financial aid officers administer the programs directly at their post-secondary institutions. Using federal guidelines, the aid administrators determine which students receive awards and how much they will receive.

In academic year 2000–2001, total federal funding for the three campus-based aid programs was approximately \$1.7 billion. About 56 percent of the funds went to work-study awards, 38 percent to supplemental grants, and 6 percent to Perkins loans. Despite recent funding increases, total federal appropriations for the three campus-based aid programs increased by 29 percent in current dollars (not adjusted for inflation) from a real-dollar funding high in 1980–1981, but declined by 33 percent when adjusted for inflation.

### The Federal Supplemental Educational Opportunity Grant (SEOG) Program

#### *What is SEOG?*

The SEOG program is designed for exceptionally needy undergraduate students; first priority for awards must be given to students who receive Pell grants. The minimum SEOG award is \$100 and the maximum award is \$4,000.

In academic year 1998–1999, approximately 1.1 million students received SEOG awards. The average award is estimated to exceed \$700. More than 3,600 post-secondary education institutions participate in the program.

#### FUNDING HISTORY

Fiscal Year 2000	\$631 million
Fiscal Year 2001	\$691 million
Fiscal Year 2002	\$725 million
Fiscal Year 2003 Request	\$725 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Source:** National Association of Independent Colleges and Universities (NAICU) *Student Aid Policy Handbook*, January 28, 2000.



## The Federal Work–Study Program

### *What is the Federal Work–Study Program?*

The Federal Work–Study (FWS) Program provides students with the opportunity to earn income to help pay for higher education. The federal government provides institutions with grants to pay part of the wages of needy undergraduate and graduate students working part–time to help pay their college costs. Federal Work–Study funds help create partnerships among the federal government, post–secondary schools, students, and communities.

In 1998–1999, approximately 906,000 students received FWS awards. Ninety–four percent of these recipients were undergraduates. The average award was \$1,125. Approximately 3,300 post–secondary education institutions participated in the FWS program.

### FUNDING HISTORY

Fiscal Year 2000	\$934 million
Fiscal Year 2001	\$1 billion
Fiscal Year 2002	\$1 billion
Fiscal Year 2003 Request	\$1 billion

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



**Source:** National Association of Independent Colleges and Universities (NAICU) *Student Aid Policy Handbook*, January 28, 2000.

## The Federal Perkins Loan Program

### *What is the Perkins Loan program?*

This program provides needy undergraduate and graduate students with low-interest loans to help pay for college. Most students must begin to repay these loans within nine months after they leave school. Loan repayments are made directly to the institution or its designated collection agent. Interest on the loans accrues at a rate of five percent per year, beginning when the borrowers enter repayment. Students who teach or perform certain types of military, voluntary, or community service may have a portion of their loans re-paid by the federal government.

In 1998–1999, approximately 737,000 students received Perkins Loans. About 87 percent of the recipients were undergraduates. The average loan was \$1,516. Approximately 1,950 post-secondary education institutions participated in the program.

### FUNDING HISTORY

Fiscal Year 2000	\$100 million
Fiscal Year 2001	\$100 million
Fiscal Year 2002	\$100 million
Fiscal Year 2003 Request	\$100 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Note:** Numbers represent capital contributions only.

**Source:** National Association of Independent Colleges and Universities (NAICU) *Student Aid Policy Handbook*, January 28, 2000.



## Gaining Early Awareness and Readiness for Undergraduate Program (GEAR UP)

### What is GEAR UP?

The Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP) was created to encourage more young people from low-income families to consider and prepare early for college. The program supports outreach to students, including sharing information about financial aid, and helps students get consistent support and advice on what they need to prepare for college. The matching grants are a national effort to encourage high expectations for entire grades of youth in low-income communities. These five-year grants fund programs starting in middle school and continuing through high school.

Senate Democrats are committed to providing federal resources to help expand access to college for low-income youth, enhancing national interests by making sure more people attend college and have the skills to be successful in the modern workplace. Federal support helps stimulate state and local efforts to ensure students know what courses they need to take, what procedures they need to follow, and what resources can help them get into — and get through — post-secondary education. In addition, by making links among elementary and secondary schools, colleges and universities, and business and non-profit communities, the impact of the program extends beyond the universe of GEAR UP grantees and participants.

The President's budget proposal includes a request of \$285 million for GEAR UP, a freeze at the Fiscal Year 2002 level. At this funding level, no new partnerships would be funded, limiting the number of states, schools, and students who could benefit from the program. Senate Democrats recognize that high achieving, low-income students are not as likely to enter college as their higher income peers. Early intervention in middle and junior high schools has proven successful in helping young, low-income students get on track for college. GEAR UP programs target entire grades, not just individual students. Senate Democrats are committed to further investing in GEAR UP to increase access to higher education for all students.

### FUNDING HISTORY

Fiscal Year 2000	\$200 million
Fiscal Year 2001	\$295 million
Fiscal Year 2002	\$285 million
Fiscal Year 2003 Request	\$285 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



## Federal TRIO Programs

### *What are Federal TRIO programs?*

TRIO programs in the *Higher Education Act* help low-income children to attend and complete college. Federal funds are used to operate five programs for students: Educational Opportunity Centers, the McNair Postbaccalaureate Program, Student Support Services, Talent Search, and Upward Bound. These programs provide post-secondary education information, counseling, and other services for students. Federal funds are also used to provide program evaluations and administration and continuing education services for TRIO staff.

Almost 2,500 TRIO projects are in operation in more than 1,200 higher education institutions and 100 community agencies. In Fiscal Year 2002, TRIO projects will serve almost 824,000 students, two-thirds of whom are from families with incomes less than 150 percent of the poverty level and in which neither parent has graduated from college. Thirty-seven percent of TRIO students are white, 35 percent are African American, 19 percent are Hispanic, 5 percent are Native American, and 5 percent are Asian American. Sixteen-thousand TRIO students are disabled, and 7,000 are military veterans.

#### FUNDING HISTORY

Fiscal Year 2000	\$645 million
Fiscal Year 2001	\$730 million
Fiscal Year 2002	\$802 million
Fiscal Year 2003 Request	\$802 million

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.

**Source:** The Committee for Education Funding, *Education Budget Alert for Fiscal Year 2003*.



## Higher Education Tax Credits and Deductions

Below is a brief description of existing higher education tax credits and deductions, including changes and additions as a result of the *Economic Growth and Tax Relief Reconciliation Act of 2001*. The Act also included other higher education tax incentives including student loan deductions and loan forgiveness. The focus of this fact sheet is on tax provisions designed to help students pay tuition while in school.

### **Tax Credits and Deductions**

**Hope Scholarship and Lifetime Learning Tax Credits.** The HOPE and Lifetime Learning tax credits were introduced as part of the *Taxpayer Relief Act of 1997*. The HOPE credit is for undergraduates in their first two years of post-secondary education. In 2001, the maximum credit was \$1,500. As of 2002, the maximum credit will be indexed to inflation. Students enrolled in any year of post-secondary education can claim the Lifetime Learning credit. The maximum credit is \$2,000. Only one credit can be claimed per student in any tax year.

Both credits are non-refundable so a student must have income tax liability to claim them and the amount of the credit cannot exceed the filer's tax liability. They are targeted to lower- and middle-income students. Both credits phase out between \$40,000 and \$50,000 for single filers and between \$80,000 and \$100,000 for joint filers. (These income thresholds have been indexed to inflation as of 2002.)

The credit can be used for tuition and required fees. The amount of qualified expenses is reduced by scholarships, Pell grants, veteran's educational benefits or employer-provided tuition reimbursements. The Joint Committee on Taxation estimates that these two credits will cost \$4.3 billion in Fiscal Year 2002.

**Higher Education Deduction.** The Higher Education Deduction was enacted through the *Economic Growth and Tax Relief Reconciliation Act of 2001*. This is an above-the-line deduction that reduces the taxpayer's adjusted gross income. The deduction has higher income limits than the education tax credits.

In 2002 and 2003, individuals with modified adjusted income of up to \$65,000 and joint filers up to \$130,000 can take the maximum deduction per return of \$3,000. In 2004 and 2005, the maximum deduction rises to \$4,000 with the same income limits. In addition, individuals with modified gross income of more than \$65,000 but less than \$80,000 and joint filers with modified gross income of more than \$130,000 but less than \$160,000 will be eligible for a \$2,000 deduction.

The deduction can be used for tuition and fees in any year of post-secondary education. The deduction is set to expire on January 1, 2006. The Joint Committee on Taxation estimates that the deduction will cost \$1.5 billion in Fiscal Year 2002.

### **Tax-Advantaged Savings Accounts**

**Coverdell Education Savings Accounts.** Formerly known as education Individual Retirement Accounts (IRAs), Coverdell education savings accounts are tax-advantaged personal investment accounts for education expenses including tuition, room and board, and books. Contributions to an account are not deductible, but distributions are not taxed. The



*Economic Growth and Tax Relief Reconciliation Act of 2001* made several changes to current law that became effective on January 1, 2002.

Coverdell accounts can now be used for any year of education — kindergarten through college. The annual contribution limit per beneficiary has been raised to \$2,000. This maximum contribution amount phases out for individuals with modified adjusted gross income between \$95,000 and \$110,000 and for joint filers between \$190,000 and \$220,000. Students can receive a Coverdell distribution and claim a HOPE or Lifetime Learning credit in the same year but not for the same expenses.

Contributions can be made to a Coverdell account and a qualified tuition savings plan in the same year. Taxpayers cannot take the higher education deduction for expenses paid for with funds from a Coverdell account. Funds from a traditional or Roth IRA can be used for qualified higher education expenses without having to pay a penalty for early withdrawal. The funds are taxed as income, however. The Joint Committee on Taxation estimates the exclusion of earnings for donations to Coverdell accounts will cost \$300 million in Fiscal Year 2002.

**Qualified Tuition Savings Plans (QTPs).** Two types of qualified tuition savings plans exist: prepaid tuition plan and college savings plan. In a *prepaid tuition plan* individuals purchase tuition credits at current prices at eligible post–secondary schools. *College savings plans* are state–sponsored investment accounts that can be used for any institution of higher education. QTPs are state–run so there is considerable variation from state to state. About 22 states have prepaid tuition plans and 46 states have college savings plans. The *Economic Growth and Tax Relief Reconciliation Act of 2001* allows private institutions to establish prepaid tuition plans.

In most states, there is no income limit for contributors. Earnings accumulate tax–free and, as of January 1, 2002, there is no federal income tax on withdrawals from state–sponsored QTPs. The funds can be used for qualified higher education expenses which include tuition, fees, books, supplies, and equipment required for enrollment or attendance, and reasonable costs for room and board for students attending at least half–time.

Contributors can establish accounts for the same student in several states. Contributions can be made to a Coverdell account and a QTP in the same year. A HOPE or Lifetime Learning credit can be claimed in the same year as a withdrawal from a QTP but they cannot be used for the same expenses. Taxpayers cannot take the higher education deduction for any expenses paid with funds from a QTP withdrawal.

Distributions from a prepaid tuition plan reduce the student’s cost of attendance in the calculations for federal financial aid. However, assets in a college savings plan owned by someone other than the student’s parent (ex. grandparent) are not reported on the Free Application for Federal Student Aid (FAFSA).

Changes in federal tax treatment of QTPs that were the result of the *Economic Growth and Tax Relief Reconciliation Act of 2001* are slated to sunset on December 31, 2010. The Joint Committee on Taxation estimates the exclusion of earnings on contributions to QTPs will cost \$50 million in Fiscal Year 2003, but that cost will reach over \$250 million by Fiscal Year 2010.

**Source:** *Slamming Shut the Doors to College — The State Budget Crisis and Higher Education.* A Congressional Report prepared by the Democratic Staffs of the Senate Committee on Health, Education, Labor, and Pensions; Senate Subcommittee on Education Appropriations; House Committee on Education and the Workforce; and House Committee on Appropriations, with additional analysis by the Joint Economic Committee Democratic Staff.





# 9

## Democrats' Upcoming Agenda to Improve Education

### Making Education Funding a Top Budget Priority

Unfortunately, the Bush Administration provides inadequate resources for critical education programs. The Administration proposes an overall increase for education of three percent — an amount which fails to keep pace with inflation. Rather than make significant investments in education, the Administration's proposed budget includes a cut of \$90 million for the *No Child Left Behind Act*, which the President signed into law earlier this year. This means communities would have insufficient resources to implement the much-needed reforms envisioned in that landmark legislation. As part of a responsible budget plan, which balances fiscal restraint with investment in critical priorities, Democrats are committed to investing in education, providing increased resources so all students have access to high-quality teachers and innovative programs that inspire learning — investments that would benefit children and the nation for decades.

### Reauthorization of the *Higher Education Act of 1965*

The funding authorizations for programs in the *Higher Education Act of 1965* (HEA) will expire during the 108<sup>th</sup> Congress. This legislation authorizes the federal government's major student aid programs, as well as other significant programs such as those providing aid to special groups of higher education institutions and support services to enable disadvantaged students to complete secondary school and enter and complete college.

HEA programs are administered by the U.S. Department of Education (ED). Although important support from outside of the HEA flows to post-secondary education institutions through multiple federal agencies for activities such as research and development, the federal presence in post-secondary education is shaped to a significant degree by the HEA. For example, HEA student aid programs constituted 64 percent of all federal, state, and institutional aid awarded to post-secondary education students in 2000–2001 (The College Board, *Trends in Student Aid*, 2001). The HEA was last reauthorized in the 105th Congress by the Higher Education Amendments of 1998 (P.L. 105–244).

### Summary of the HEA

The *Higher Education Act of 1965* outlined a federal commitment to give equal access to college to all students. The Act created the programs that have become the cornerstone of federal assistance — need-based aid, guaranteed student loans, and work-study. Traditionally, this aid has been targeted toward the most risk-averse and cash-constrained students. However, recent policy decisions have devoted a growing share of federal financial aid resources to middle- and upper-income students, primarily through the growth



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of the unsubsidized student loan program, tax credits, and other tax incentives. At the same time, Pell grants for low-income students have declined in purchasing power over the last 25 years.<sup>29</sup>

To meet the future demands of our increasingly technological and skill-based labor market, Senate Democrats are committed to continue the investment in higher education and increase the number of people with access to post-secondary education and training. Federal financial assistance for students who already have sufficient resources to afford college does little to increase the number of highly-educated workers. Senate Democrats believe that the most efficient and effective use of federal dollars would be to concentrate them on those students who cannot otherwise afford post-secondary education.

The HEA authorizes programs and activities which mostly fall into four categories: student financial aid, support services to help students complete high school and enter and succeed in post-secondary education, aid to strengthen institutions, and aid to improve K-12 teacher training at post-secondary institutions.

ED's Fiscal Year 2002 appropriation legislation includes over \$14 billion for HEA discretionary authorities. This total excludes mandatory federal expenditures for the Federal Family Education Loans (FFELs) and Direct Loans (DLs) through which students and their parents are estimated to secure nearly \$38 billion in loans. Over two-thirds of the annual loan volume consists of capital provided by private lenders who receive federal subsidies and guarantees.



### Endnotes (continued)

<sup>29</sup> *Slamming Shut the Doors to College – The State Budget Crisis and Higher Education.*

## Reauthorization of the *Individuals with Disabilities Education Act (IDEA)*

In 1975, the nation took a bold step to improve education for children with disabilities, a group whose needs had been woefully neglected. That year, Congress passed Public Law 94–142, a landmark federal law that eventually came to be known as the *Individuals with Disabilities Education Act (IDEA)*. The legislation laid out the rights of children with disabilities to attend public schools, receive free services designed to meet their unique needs, and learn in regular education classrooms with non–disabled children to the greatest extent possible. The legislation also authorized federal funds to cover some of the costs of these special services. This year, IDEA is scheduled for reauthorization.

Since IDEA's passage, children with disabilities have moved in massive numbers from institutions, home education, or no education to their neighborhood public schools. IDEA has been a major force behind this progress, but credit is also due to parents and educators and to a general change in people's attitudes about children with disabilities. Legal protections of the IDEA catalyzed states and school districts to change their policies and classroom practices. Momentum also came from parents who pressed schools to follow the law when children with disabilities were not being adequately served, and from the teachers and administrators who worked hard to make the law succeed with less federal funding than expected. Court decisions, the civil rights movement, and federal anti–poverty programs also helped to raise citizens' awareness about the rights of people with disabilities.

### **Key Challenges and Needs in Special Education**

- ✔ **Academic preparation.** Students with disabilities achieve at significantly lower levels, on average, than their non–disabled peers. They are often held to lower expectations and are less likely than non–disabled students to participate in a full academic curriculum in high school.
- ✔ **Minority over–representation.** African American students are referred to special education at higher rates than their share of the overall population.
- ✔ **High school completion.** Only 55 percent of students with disabilities leave high school with a standard diploma, compared with three–fourths of the general student population. Young people with disabilities still drop out of high school at twice the rate of their peers.
- ✔ **Post–secondary education.** Young people with disabilities are less likely to pursue post–secondary education than non–disabled students, and those who start college are less likely to finish.
- ✔ **Low employment rates.** Young people with disabilities have less secure futures. Only 50 percent of working–age adults with disabilities were employed in 1997, compared with 84 percent of non–disabled adults.
- ✔ **Teacher shortages and needs.** Many school districts are struggling to fill shortages of special education teachers. Regular classroom teachers do not feel well prepared to address the special needs of students with disabilities. Many special education teachers are overwhelmed by paperwork and time demands related to federal requirements.



- ✓ **Technology.** Many students with disabilities who could benefit from assistive technologies do not have access to them. And barriers such as inadequate teacher training impede students with disabilities from using Internet technologies.



**Source:** American Youth Policy Forum and Center on Education Policy, *Twenty-Five Years of Educating Children with Disabilities – The Good News and the Work Ahead*, 2002.

## Democratic Priorities for IDEA Reauthorization

Senate Democrats support legislation that ensures the civil right to a free and appropriate public education (FAPE) for all children with disabilities. Democrats would:

- ✔ Ensure full funding to meet the long-standing promise of federal financial partnership in meeting the needs of children served under IDEA.
- ✔ Ensure full implementation of IDEA through effective compliance and enforcement of the law.
- ✔ Ensure that all children who need early intervention, preschool services, and/or special education and related services receive them.
- ✔ Ensure that students with disabilities have the services, supports and instruction they need to meet high academic and competency-based standards.
- ✔ Ensure that all students with disabilities are served by highly-qualified teachers, and that all education personnel and related service providers are skilled in working with students with disabilities.
- ✔ Ensure that parents have the necessary tools and training to be active and effective partners in the educational success of children with disabilities.
- ✔ Ensure meaningful and efficient procedural safeguards under IDEA, with full access for all children with disabilities and their families.
- ✔ Support whole-school approaches and early intervening strategies in order to address the learning and behavior needs of children in a preventive and proactive way.
- ✔ Strengthen supports and services across the IDEA continuum, so that students with disabilities successfully transition from early childhood to school, and from school to employment and/or post-secondary educational opportunities.
- ✔ Ensure effective coordination of IDEA with other federal, state, and local programs that provide services and supports to children with disabilities and their families.
- ✔ Ensure all technology in classrooms is accessible to students with disabilities and promote the effective use of technology to enhance student learning and reduce paperwork for teachers.



## Reauthorization of the Office of Educational Research and Improvement (OERI)

### ***The Federal Role in Education Research***

Investing in education research and development is a key federal role. The federal government is the primary source of funding for national education research and development. Much of what we now know about how to improve schools has come from federally supported research over the past 37 years. The Office of Educational Research and Improvement (OERI) within the Department of Education administers education research and development funds. OERI supports programs that:

- ✓ produce new knowledge about learning and teaching;
- ✓ gather and present statistics that track the status of education in the nation; and
- ✓ develop and test processes and products that allow teachers in local schools to put the best educational knowledge to use in their classrooms.

The OERI contains two sets of programs:

- ✓ educational research, development, dissemination and statistical programs; and
- ✓ research-based technical assistance.

The OERI programs are relatively small, but represent the primary national effort to find strategies and innovations that add value to the \$732 billion spent in education at all levels. The United States spends very little, about 0.03 percent on education research and development (R&D). Yet, R&D is the foundation of innovation in every major industry.

### ***The Bush Administration's Proposed Fiscal Year 2003 Would Cut Funding***

OERI is scheduled for reauthorization this year. The Administration has made its budget request contingent on a new authorization proposal for the OERI. The Administration's Fiscal Year 2003 budget proposes \$432.9 million for all OERI programs. This is an \$11 million (or a 2.5 percent) cut from Fiscal Year 2002.

**Source:** The Committee for Education Funding. *Education Budget Alert for Fiscal Year 2003.*

## Reauthorization of the *National and Community Service Act*

### **Background**

The AmeriCorps State and National Program is authorized under Title I, Subtitle C (National Service Trust Program) of the *National and Community Service Act of 1990* (NCSA). The program was created by the *National and Community Service Trust Act of 1993* (P.L. 103–82), which amended NCSA. P.L. 103–82 also created the Corporation for National Service. The AmeriCorps State and National Program, often referred to as “AmeriCorps State and National,” operates in all states, the District of Columbia, Puerto Rico, and the U.S. Territories.<sup>30</sup>

The Corporation for National and Community Service, an independent federal agency, connects Americans of all ages and backgrounds with opportunities to give back to their communities and their nation through voluntary service. More than two million Americans serve their fellow citizens each year through the Corporation’s three main programs: AmeriCorps, Senior Corps and Learn and Serve America.

In partnership with nonprofit groups, faith-based organizations, schools, and other public agencies, participants in these programs tutor children, build and renovate homes, provide immunizations and health screenings, clean up and preserve the environment, serve on neighborhood crime-prevention patrols, and respond to disasters. Participants also recruit and manage volunteers and otherwise help to build the strength and effectiveness of nonprofit organizations.<sup>31</sup>

### **Administration’s position**

In his State of the Union Address on January 29, 2002, President Bush announced his intention to expand and improve the efforts of “AmeriCorps,” a term used to refer to three national and community service programs: 1) the State and National Program, 2) National Civilian Community Corps (NCCC), and 3) Volunteers in Service to America (VISTA). These programs are administered by the Corporation for National and Community Service.<sup>32</sup>

### **Reauthorization**

The *National and Community Service Act of 1990* and the *Domestic Volunteer Service Act of 1973* are due to be reauthorized this year.

### **Endnotes (continued)**

<sup>30</sup> Ann Lordeman, Congressional Research Service, *The Americorps State and National Program*, July 10, 2002.

<sup>31</sup> <http://www.nationalservice.org/about/thecorporation.html>.

<sup>32</sup> Ann Lordeman, Congressional Research Service, *The Americorps State and National Program*, July 10, 2002.





# 10

## The Historic Democratic Commitment to Education

Democrats have long been committed to improving educational opportunity in this country. Democrats have worked hard over the past few years to address the challenges facing our schools and to help all students realize the dream of a college education. In addition, Democrats have opposed Republican attempts to cut funding for education and implement private school voucher schemes.

### Key Senate Education Votes in the 106<sup>th</sup> Congress

**Education Flexibility (H.R. 800, P.L. 106–25)**, vote no. 36, 03/10/1999. **Baucus**, et al., cloture motion on **Kennedy–Daschle** motion to recommit bill to Committee with instructions to report back forthwith with **Murray–Kennedy** amendment to authorize funds for additional teachers to reduce class size. (44–55) [R: 0–55; D: 44–0]

**Education Flexibility (H.R. 800, P.L. 106–25)**, vote no. 41, 03/11/1999. Jeffords motion to table **Murray–Kennedy**, et al., amendment (to Committee substitute amendment): Authorizes funds for Fiscal Year 2000–2005 to hire 100,000 new teachers; and expresses sense of Senate that budget resolution shall include annual increases for *Individuals with Disabilities Education Act* (IDEA) Part B funding so that program can be fully funded within next five years, and that increases shall not come at expense of other important education programs that also serve children with disabilities. (55–44) [R: 0–55; D: 0–44]

**First Budget Resolution, 2000 (H.Con.Res. 68)**, vote no. 72, 03/25/1999. Domenici motion to table **Kennedy**, et al., amendment: Increases Function 500 (Education, Training, Employment, and Social Services) budget authority and outlays by \$156 billion in Fiscal Year 2000–2009 to meet certain education priorities; and reduces tax cuts contained in resolution by \$156 billion in 2000–2009 to fully fund and pay for class-size reduction and IDEA. (54–45) [R: 54–0; D: 0–45]

**Juvenile Justice (H.R. 1501)**, vote no. 107, 05/11/1999. Hatch motion to table **Leahy** (for **Robb**)–**Kennedy–Bingaman** amendment (to Hatch–**Biden**, et al., modified amendment—Vote No. 108): Expands services of National Resource Center for School Safety and Youth Violence Prevention by authorizing \$100 million to develop and implement: (1) emergency response capacity to provide rapid response and emergency assistance to schools and communities affected by violent episodes, (2) anonymous student hotline tip line, and (3) training and technical assistance for all local educational agencies developing school safety plan; expands Administration’s existing Safe Schools/Healthy Students Program from 50 to 200 communities; and authorizes The Substance Abuse and Mental Health Services Administration (SAMHSA) programs that coordinate services between mental health programs, school districts and juvenile justice system. (55–44) [R: 55–0; D: 0–44]



**Budget Reconciliation, 1999 (H.R. 2488, Vetoed)**, vote no. 232, 07/30/1999. **Bingaman** motion to waive Budget Act to permit consideration of **Bingaman** amendment: Expresses sense of Senate that \$132 billion should be shifted from tax breaks that disproportionately benefit upper income taxpayers to education, in order to sustain nation's investment in public education and prepare children for 21st century, including investment in programs such as special education, Pell grants, Head Start, and full funding of class size initiative. (48–52) [R: 3–52; D: 45–0]

**Budget Reconciliation, 1999 (H.R. 2488, Vetoed)**, vote no. 238, 07/30/1999. McCain motion to waive Budget Act to permit consideration of McCain amendment: Authorizes \$1.8 billion annually for Fiscal Year 2001–2003 to provide grants to states to provide vouchers to low-income children to attend another school, including private and religious schools; and offsets by phasing out or sunseting various tax provisions for oil, gas, alcohol fuels (ethanol), and sugar price support program. (13–87) [R: 10–45; D: 3–42]

**Education Funding (S.Res. 187)**, vote no. 294, 09/27/1999. Adoption (rejected) of resolution: Expresses sense of Senate that Senate should increase federal investment in education, including providing (1) \$1.4 billion for second year of initiative to reduce class size in early grades by hiring 100,000 qualified teachers, (2) an increase in support for programs that recruit, train, and provide professional development for teachers, (3) \$500 million for after-school programs, thereby tripling current investment, (4) an increase in funding for *Safe and Drug-Free Schools and Communities Act of 1994*, (5) increase in funding for part A of Title I of the *Elementary and Secondary Education Act of 1965* (ESEA) for children from disadvantaged backgrounds, and for reading and literacy grants under part C of title II of such acts, (6) an increase in funding for IDEA, (7) funding for larger maximum federal Pell grant award for college students, and for mentoring and other need-based programs, (8) increase in funds to help schools use technology effectively in classroom and narrow technology gap, and (9) at least \$3.7 billion in federal resources to help communities leverage funds to modernize public school facilities; and Senate should stay within discretionary spending caps and avoid using resources of Social Security program by finding discretionary spending offsets that do not jeopardize important investments in other key programs within jurisdiction of Appropriations Subcommittee on Labor, Health and Human Services. (41–52) [R: 0–51; D: 41–1]

**Labor-HHS-Education Appropriations, 2000 (S. 1650)**, vote no. 298, 09/29/1999. Specter motion to table **Murray**, et al., amendment: Specifies that \$1.4 billion shall be available for year two of seven-year initiative to help local school districts meet goal of recruiting, hiring, and training 100,000 new, highly-qualified teachers to reduce class sizes in grades one through three; and stipulates that local schools that have reduced class size in early grades to 18 or fewer children can choose to use these funds for locally designed programs. (54–44) [R: 54–0; D: 0–44]

**Labor-HHS-Education Appropriations, 2000 (S. 1650)**, vote no. 299, 09/30/1999. Specter motion to table **Boxer**, et al., amendment: Increases funding for 21st Century Community Learning Centers program from \$400 million to \$600 million (level requested by President). (54–45) [R: 53–1; D: 1–44]

**Labor-HHS-Education Appropriations, 2000 (S. 1650)**, vote no. 315, 10/06/1999. Specter motion to table **Kennedy**, et al., amendment: Increases funds for Teacher Quality Enhancement Grants by \$223 million to fully authorized level of \$300 million in advanced funds. (56–43) [R: 54–0; D: 2–43]

**Labor-HHS-Education Appropriations, 2000 (S. 1650)**, vote no. 316, 10/06/1999. Nickles motion to table **Kennedy** amendment: Excludes education funds, including funds for Title I, IDEA, and Pell grants, from any across-the-board reductions. (50–49) [R: 50–4; D: 0–45]



**Labor–HHS–Education Appropriations, 2000 (S. 1650)**, vote no. 317, 10/07/1999.

Coverdell motion to table **Bingaman**, et al., amendment: Requires that \$200 million of available funds be provided to states and local school districts to implement the accountability provisions of Title I. (53–45) [R: 53–1; D: 0–44]

**Affordable Education (S. 1134)**, vote no. 15, 02/29/2000. **Dodd** motion to waive Budget Act to permit consideration of **Dodd**, et al., amendment: Strikes Education Savings Account (ESA) provision in bill; and provides \$1.2 billion over five years to states for special education programs under provisions of IDEA. (44–54) [R: 3–50; D: 41–4]

**Affordable Education (S. 1134)**, vote no. 17, 03/01/2000. Roth motion to table **Robb**, et al., amendment: Establishes new program to provide for: (1) limited credit for qualified public school modernization bonds, (2) qualified school construction bonds and qualified zone academy bonds, and (3) treatment of qualified public educational facility bonds as exempt facility bonds; authorizes new grant and zero interest loan program to make urgent repairs; and offsets by eliminating provisions in bill that allow tax free education savings account distributions for K–12 expenses. 57–42 [R: 53–1; D: 4–41]

**Affordable Education (S. 1134)**, vote no. 19, 03/01/2000. Coverdell motion to table **Bingaman** amendment: Authorizes \$275 million in Fiscal Year 2001 and such sums as necessary in four succeeding years to improve current accountability provisions in Title I; provides funding to states and districts to implement effective accountability systems, and take corrective actions to turn around poorly performing schools; requires states to allot at least 70 percent of funds they receive to local school districts; and offsets by striking provisions expanding education Individual Retirement Accounts (IRAs). (58–40) [R: 52–1; D: 6–39]

**Affordable Education (S. 1134)**, vote no. 21, 03/01/2000. **Murray** amendment: Strikes IRA education provisions in bill; inserts language to authorize use of \$1.2 billion in Fiscal Year 2001 for class size reduction; and requires all funds go to local educational agencies, with allocation to each agency based 80 percent on poverty and 20 percent on school enrollment. (42–56) [R: 0–53; D: 42–3]

**Affordable Education (S. 1134)**, vote no. 25, 03/02/2000. **Kennedy**, et al., amendment: Strikes education savings account provisions; authorizes \$2 billion for efforts to improve teacher quality; requires teachers to be trained to address needs of children with disabilities, limited English proficiency (LEP) students, female students, and students with special needs; holds states accountable for having qualified teacher in every classroom within four years of enactment; requires first \$300 million of state grants to go towards professional development, mentoring, and recruitment in math and science; and stipulates that in order to be eligible for fourth and fifth year funding, local districts must demonstrate: (1) improved student performance, (2) increased participation in sustained professional development and mentoring, (3) reduction in beginning teacher attrition rate for district, and (4) reduction in number of teachers who are not certified or licensed. (39–60) [R: 0–54; D: 39–6]

**Affordable Education (S. 1134)**, vote no. 29, 03/02/2000. **Kennedy** motion to waive Budget Act to permit consideration of **Bingaman–Kennedy**, et al., amendment: Strikes Education Savings Account (ESA) provision; and increases federal Pell grant funding by \$1.2 billion (projected revenue increase resulting from striking the ESA provision). (41–57) [R: 2–52; D: 39–5]

**First Budget Resolution, 2001 (H.Con.Res. 290)**, vote no. 54, 04/05/2000. Domenici motion to table **Bingaman**, et al., amendment: Increases Function 500 (Education, Training, Employment, and Social Services) by \$5.6 billion in budget authority (BA) and \$1.9 billion in Outlays (O) in Fiscal Year 2001, and by \$34.7 billion in BA and \$26.4 billion in O in

2001–2005; offsets by reducing tax cuts by 18 percent over 2001–2005; and assumes increase shall be used for education programs to increase student performance, including programs that (1) ensure qualified teachers in every classroom, (2) promote small class size, (3) promote safe, modern schools, (4) provide additional resources for schools with large numbers of poor children, (5) provide additional resources to turn around failing schools and implement tough accountability systems, (6) promote research-based literacy programs, and public school choice programs, and (7) provide for increases in Pell grant funds. (54–46) [R: 54–1; D: 0–45]

**First Budget Resolution, 2001 (H.Con.Res. 290)**, vote no. 62, 04/06/2000. Domenici motion to table **Robb**, et al., amendment: Increases Function 500 by \$6.7 billion in budget authority and \$4.2 billion in outlays in Fiscal Year 2001–2005; provides for \$1.7 billion in tax incentives in 2001–2005 to fund school modernization projects; and offsets by reducing the size of tax cut in resolution by \$5.9 billion over five years. (54–45) [R: 54–0; D: 0–45]

**First Budget Resolution, 2001 (H.Con.Res. 290)**, vote no. 69, 04/07/2000. **Kennedy**, et al., amendment: Increases Function 500 by \$623 million in Budget Authority (BA) and \$124 million in Outlays (O) in Fiscal Year 2001, and by \$3.2 billion in BA and \$2.6 billion in O in 2001–2005; offsets by reducing tax cut by less than one percent in 2001, and 1.8 percent in 2001–2005; and assumes increased funding will be used to increase maximum Pell grant from \$3,300 to \$3,700. (51–49) [R: 6–49; D: 45–0]

**ESEA Reauthorization (S. 2)**, vote no. 90, 05/03/2000. **Daschle**, et al., amendment (as substitute for bill): Strengthens and expands several major federal programs including Title I (Disadvantaged Students), Title II (Teacher Quality), Title III (Technology), and Title IV (Safe and Drug-Free Schools, Class Size, and After-School); retains current Title I structure with increased accountability aimed at whole school reform including: (1) annual assessment of student progress with numerical goals at school, district, and state levels, (2) proficiency requirements for all students within 10 years, and (3) significant consequences for failure; improves and strengthens competitive programs to target national priorities including Ready to Learn, Civic Education, Star Schools, Character Education, Foreign Language Assistance, Gifted and Talented Students, and Arts in Education; and strengthens and expands the parent involvement provisions and accountability throughout the bill. (45–54) [R: 0–54; D: 45–0]

**ESEA Reauthorization (S. 2)**, vote no. 91, 05/04/2000. **Kennedy–Murray** amendment (to Abraham, et al., amendment—Vote No. 92): Strikes authorization for state and local application for Teacher Empowerment Block Grant in underlying amendment; authorizes use of state funds in Teacher Empowerment Block Grant to: (1) reform and implement merit school programs for rewarding all teachers in schools that improve all student achievement, including lowest achieving students, (2) provide incentives and subsidies for helping teachers gain advanced degrees in academic fields in which teachers teach, (3) implement rigorous teacher peer review programs, and (4) provide incentives for highly qualified teachers to teach in neediest schools; and maintains language in bill that would block grant Eisenhower Professional Development Program and class size reduction initiative into one funding stream, and reauthorizes competitive grant program to state, local, or nonprofit educational agencies or organizations. (43–54) [R: 1–53; D: 42–1]

**ESEA Reauthorization (S. 2)**, vote no. 93, 05/04/2000. **Murray** amendment: Authorizes use of \$1.75 billion to reduce class size, particularly in early grades (grades one through three), using fully qualified teachers to improve educational achievement for regular and special needs children; requires that not more than one percent of funds be used for administrative costs and that 80 percent of funds be provided based on need and 20 percent based on enrollment; allows local school districts to make all decisions about hiring and training new teachers; allows up to 25 percent of funds to be used to test new teachers, or





to provide professional development to new and current teachers of regular and special needs; permits schools that have already reduced class size to use funds to: (1) further reduce class size in early grades, (2) reduce class size in other grades, or (3) carry out activities to improve teacher quality, including professional development; and provides that schools cannot use funds from this program to replace current spending on teachers or teacher salaries. (44–53) [R: 0–53; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 146, 06/27/2000. **Wellstone** motion to waive Budget Act to permit consideration of **Wellstone**, et al., amendment: Requires \$10 billion to be provided for Title I education grants. (47–52) [R: 3–52; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 147, 06/27/2000. **Bingaman** motion to waive section 302(f) of Budget Act to permit consideration of **Bingaman**, et al., amendment: Provides \$250 million to ensure accountability in programs for disadvantaged students (Title I), and to assist states in their efforts to turn around failing schools, including intensive, ongoing teacher training, extended learning time, rewards for identified schools that show significant progress, restructuring chronically failing schools, and technical assistance to develop and implement research-based models of improvement (e.g., whole school reform programs, such as Success for All). (49–50) [R: 5–50; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 148, 06/27/2000. **Murray** motion to waive Budget Act to permit consideration of **Murray**, et al., amendment: Provides \$1.75 billion for efforts to reduce class size. (44–55) [R: 0–55; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 153, 06/28/2000. **Dodd** motion to waive Budget Act to permit consideration of **Kennedy**, et al., amendment: Increases funding for Teacher Quality Enhancement Grants from \$98 million to \$300 million in order to enable colleges to train more new teachers. (51–48) [R: 7–48; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 154, 06/28/2000. **Dodd** motion to waive section 302(f) of Budget Act to permit consideration of **Dodd–Kennedy–Wellstone** amendment: Increases funding for 21st Century Community Learning Program from \$600 million to \$1 billion, amount consistent with President's request. (48–51) [R: 4–51; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 155, 06/28/2000. **Kerry** motion to waive section 302(f) of Budget Act to permit consideration of **Kerry–Bingaman–Mikulski** amendment: Increases funding for Technology Literacy Challenge Fund from \$425 million to \$517 million. (48–51) [R: 4–51; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 156, 06/28/2000. **Reed** motion to waive section 302(f) of Budget Act to permit consideration of **Reed–Kennedy–Murray** amendment: Increases funding for Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP) from \$225 million to \$325 million, level requested by Administration. (47–52) [R: 3–52; D: 44–0]

**Labor–HHS–Education Appropriations, 2001 (H.R. 4577, P.L. 106–554)**, vote no. 170, 06/30/2000. **Harkin** motion to waive section 302(f) of Budget Act to permit consideration of **Harkin–Wellstone** amendment: Provides full funding for IDEA by increasing it from \$7.35 billion to \$15.8 billion. (40–55) [R: 4–50; D: 36–5]

**Estate and Gift Tax Phaseout (H.R. 8, Vetoes)**, vote no. 184, 07/13/2000. **Bingaman** motion to waive Budget Act to permit consideration of **Bingaman–Kennedy–Murray**

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amendment: Substitutes Democratic alternative estate tax provisions and uses savings for following education programs: (1) \$1.3 billion in grants and loans for urgent repair of 5,000 public elementary and secondary schools in high need areas, and to leverage \$25 billion in interest free bonds to help build and modernize 6,000 schools, (2) \$1.75 billion to continue commitment to hiring 100,000 teachers to reduce class size in early grades, (3) \$2.2 billion for recruitment, mentoring, and on-going professional development of qualified teachers, (4) additional \$1 billion for 21st Century Learning Centers program, (5) \$250 million for accountability grants to accelerate efforts to turn around failing schools, (6) additional \$1 billion for IDEA, (7) \$150 million for proven school dropout prevention programs, (8) additional \$325 million for GEAR UP to help more low-income students get on path to college, and (9) \$3 billion for college opportunity grants. (47-53) [R: 2-53; D: 45-0]



# 11

## Key Senate Education Votes in the 107<sup>th</sup> Congress

**First Budget Resolution, 2002 (H.Con.Res. 83)**, vote no. 69, 04/04/2001. **Harkin**, et al., amendment (to Domenici substitute amendment): Increases Function 500 (Education, Training, Employment, and Social Services) by \$250 billion in budget authority and \$224 billion in outlays in Fiscal Year 2002–2011; and, over the same period, reduces federal debt by \$224 billion and the size of the tax cut by \$448 billion. (53–47) [R: 4–46; D: 49–1]

**First Budget Resolution, 2002 (H.Con.Res. 83)**, vote no. 82, 04/05/2001. **Breaux–Jeffords** amendment (to Domenici substitute amendment): Increases Function 500 (Education) by \$70 billion in new budget authority and outlays in Fiscal Year 2002–2011; assumes funding will be used for IDEA; and offsets by reducing proposed tax cut. (54–46) [R: 5–45; D: 49–1]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 91, 05/03/2001. **Dodd**, et al., amendment (to Jeffords–Kennedy substitute amendment): Authorizes full funding of grants to local educational agencies under Title I of ESEA over 10 years. (79–21) [R: 29–21; D: 50–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 94, 05/08/2001. **Kennedy** amendment (to Jeffords–Kennedy substitute amendment): Expresses sense of Senate that Congress should provide \$3 billion in Fiscal Year 2002 to carry out part A, Title II of ESEA to: (1) provide that schools, local educational agencies, and states have resources sufficient to put highly–qualified teachers in every classroom in each school in which 50 percent or more of children are from low–income families, over next four years, (2) provide 125,000 new teachers with mentors and year–long supervised internships, and (3) provide high–quality pedagogical training for every teacher in every school; and authorizes funding for teacher quality provisions as follows: \$3.5 billion in 2003, \$4 billion in 2004, \$4.5 billion in 2005, \$5 billion in 2006, \$5.5 billion in 2007, and \$6 billion in 2008. (69–31) [R: 19–31; D: 50–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 96, 05/09/2001. **Mikulski–Kennedy** amendment (to Jeffords substitute amendment): Authorizes Office of Education Technology to award competitive grants, contracts, or cooperative agreements in order to create 1,000 community technology centers for disadvantaged residents of distressed urban or rural communities; and authorizes \$100 million in Fiscal Year 2002 and such sums as necessary for each of following six fiscal years. (50–49) [R: 1–49; D: 49–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 99, 05/10/2001. **Wellstone** amendment (to Jeffords substitute amendment): Authorizes \$200 million in Fiscal Year 2002 and such sums as necessary in following six fiscal years for grants to enable states and local educational agencies to work with institutions of higher education and others to improve quality and fairness of state assessment systems beyond basic requirements; requires states to provide Education Secretary with evidence from test



publishers that their assessment tests meet Act's requirements; and requires itemized score analyses to be provided to schools and local educational agencies in manner that permits parents, teachers, schools and local educational agencies to determine and address academic needs of individual students. (50–47) [R: 2–46; D: 48–1]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 100, 05/10/2001. **Lincoln** amendment (to Jeffords substitute amendment): Expresses sense of Senate that Congress should appropriate \$750 million in Fiscal Year 2002 to carry out parts A and D of Title III (*Bilingual Education Act*) of *Elementary and Secondary Education Act* (ESEA), thereby providing: (1) that schools, local educational agencies, and states have necessary resources to assist all limited English proficient students in attaining proficiency in English language, and meeting same challenging state content and student performance standards that all students are expected to meet in core academic subjects, (2) for development and implementation of bilingual education programs and language instruction education programs that are tied to scientifically based research, and that effectively serve limited English proficient students, (3) for development of programs that strengthen and improve professional training of educational personnel who work with limited English proficient students, and (4) funding levels as follows: \$1.1 billion in 2003, \$1.4 billion in 2004, \$1.7 billion in 2005, \$2.1 billion in 2006, \$2.4 billion in 2007, and \$2.8 billion in 2008. (62–34) [R: 15–33; D: 47–1]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 102, 05/14/2001. **Cleland–DeWine–Levin** amendment (to Jeffords–**Kennedy** substitute amendment): Establishes National Center for School and Youth Safety; specifies that center shall offer emergency assistance to local communities to respond to school safety crises, including counseling for victims and community, assistance to law enforcement to address short-term security concerns, and advice on how to enhance school safety, prevent future incidents and respond to future incidents; and requires center to establish toll-free telephone number for students to report criminal activity, threat of criminal activity, and other high-risk behaviors such as substance abuse, gang or cult affiliation, depression, or other warning signs of potentially violent behavior. (74–23) [R: 27–23; D: 47–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 103, 05/15/2001. **Kennedy** (for **Murray**), et al., amendment (to Jeffords–**Kennedy** substitute amendment): Authorizes \$2.4 billion in Fiscal Year 2002 for federal program to assist states and local educational agencies to recruit, hire, and train 100,000 new teachers in order to reduce class sizes in early grades to national average of 18 students per classroom; and authorizes such sums as necessary in each of 2003–2008. (48–50) [R: 0–50; D: 48–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 105, 05/16/2001. **Boxer–Ensign–Dodd** modified amendment (to Jeffords–**Kennedy** substitute amendment No. 358): Authorizes \$2 billion in Fiscal Year 2003 to carry out after-school programs; provides following authorization levels for programs: \$2.5 billion for Fiscal Year 2004, \$3 billion for Fiscal Year 2005, \$3.5 billion for Fiscal Year 2006, \$4 billion for Fiscal Year 2007, and \$4.5 billion for Fiscal Year 2008; and expresses sense of Senate that Congress should continue toward goal of providing necessary funding for after-school programs by appropriating authorized level of \$1.5 billion for Fiscal Year 2002 to carry out part F Title I of ESEA, and that this funding should be benchmark for future years in order to reach goal of providing academically enriched activities during after-school hours for seven million children in need. (60–39) [R: 11–39; D: 49–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 106, 05/16/2001. **Reed**, et al., amendment (to the Jeffords–**Kennedy** substitute amendment): Permits \$500 million of funds under the Reading First program to be used for school library improvements in Fiscal Year 2002 and in each of next six fiscal years; provides districts and



schools with the flexibility to meet school library needs such as up-to-date books, and technology to support research-based reading programs; and targets funding to children in highest poverty and highest needs schools. (69–30) [R: 20–30; D: 49–0]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 108, 05/16/2001. **Harkin**, et al., amendment (to **Jeffords–Kennedy** substitute amendment): Authorizes \$1.6 billion in Fiscal Year 2002 for grant program to help local educational agencies repair and renovate their public elementary and secondary schools; and authorizes such sums as necessary for each of years 2003–2006. (49–50) [R: 1–49; D: 48–1]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 113, 05/17/2001. **Hutchison–Brownback** amendment: Begins phase-out of marriage penalty in standard deduction in 2002 instead of 2005; and offsets by reducing deduction for higher education. (27–73) [R: 25–25; D: 2–48]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 121, 05/21/2001. **Wellstone** motion to waive Budget Act to permit consideration of **Wellstone** motion to commit bill to Finance Committee with instruction to report bill back with a reserve fund for federal education programs. (41–58) [R: 0–49; D: 41–9]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 130, 05/21/2001. **Kennedy** motion to waive Budget Act to permit consideration of **Kennedy–Dodd–Johnson** amendment: Provides that reduction of top marginal income tax rate will take effect only if funding for programs in **S.1, Better Education for Students and Teachers (BEST) Act**, is provided at levels authorized in amendments to that bill. (48–51) [R: 2–47; D: 46–4]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 143, 05/22/2001. **Carper** motion to waive Budget Act to permit consideration of **Carper–Landrieu** amendment: Reduces taxes by \$1.2 trillion; and makes additional \$150 billion available for investments in education. (43–55) [R: 2–47; D: 41–8]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 153, 05/22/2001. **Kennedy** motion to waive Budget Act to permit consideration of **Kennedy–Corzine–Cantwell** amendment: Conditions reduction in top marginal income tax rate on sufficient funding being provided to increase maximum Pell grant to \$4,250 for 2002–2003 school year, and \$400 in each following school year through 2010–2011 school year (providing maximum Pell grant of \$7,450 for 2010–2011 school year). (45–54) [R: 0–50; D: 45–4]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 154, 05/22/2001. **Kennedy** motion to waive Budget Act to permit consideration of **Kennedy–Corzine** amendment: Conditions reduction of top marginal income tax rate in 2005 and 2007 on Health and Human Services (HHS) Secretary certifying that Head Start has been provided enough funding to allow every eligible child to participate in program. (45–54) [R: 0–50; D: 45–4]

**Reconciliation (Tax Cut) (H.R. 1836, P.L. 107–16)**, vote no. 157, 05/22/2001. **Harkin** motion to waive Budget Act to permit consideration of **Harkin**, et al., amendment: Provides 50 percent tax credit for any education loans paid by individuals employed as K–12 teachers, Head Start teachers, nurses, and those individuals working in areas defined by HHS as professional shortage areas; caps credit at \$2,000; and offsets by reducing 39.6 percent rate cut. (43–56) [R: 0–50; D: 43–6]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 171, 06/06/2001. **Wellstone**, et al., modified amendment (to **Jeffords–Kennedy** substitute amendment): Requires one-time peer review bonus payments to be awarded at end of 2006–2007 school year to states that develop high quality tests of students in grades three through eight; and requires Education Secretary to make awards to states that develop



assessments that most successfully assess range and depth of student knowledge. (57–39) [R: 7–38; D: 50–1]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 179, 06/12/2001. Gregg–Hutchinson amendment (to **Jeffords–Kennedy** substitute amendment): Authorizes \$50 million in Fiscal Year 2002, and such sums as necessary in each of next six fiscal years, for school voucher demonstration program; makes low–income parents eligible to receive education vouchers for cost of enrolling their eligible children in “choice school,” defined as any public or private school; specifies that demonstration program shall include 10 cities; reserves five percent of authorized funds to evaluate program; and establishes lottery system for choosing children to receive vouchers. (41–58) [R: 38–11; D: 3–47]

**Elementary and Secondary Education Act Reauthorization (H.R. 1)**, vote no. 186, 06/13/2001. **Schumer–Boxer** amendment (to **Jeffords–Kennedy** substitute amendment): Expresses sense of Senate that Congress should appropriate all funds authorized for elementary and secondary education in Fiscal Year 2002. (49–50) [R: 2–47; D: 47–3]

